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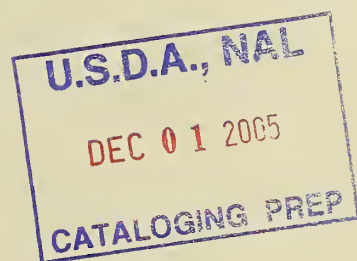
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*Proceedings of*

**CONFERENCE ON  
RURAL  
DEVELOPMENT  
PROGRAM**



**Memphis, Tennessee, June 16-17, 1958**

**Issued by Committee for RURAL DEVELOPMENT PROGRAM, Washington, D.C.**

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Department of  
Agriculture



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Walter Williams, Under Secretary,  
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Bertha S. Adkins, Under Secretary,  
Department of Health, Education and Welfare

Wendell B. Barnes, Administrator,  
Small Business Administration

Dr. Joseph S. Davis, Member,  
Council of Economic Advisers

These proceedings were assembled by the Office of Information, U. S. Department of Agriculture. For additional information, write the Editor, Rural Development Program News, Office of Information, U. S. Department of Agriculture, Washington 25, D. C.

OCTOBER 1958



# *A View of the Conference*



## *DISCUSSION GROUP*

*Dr. Richard E. McArdle, Chief, U. S. Forest Service opens the panel discussion on forests and forest products in Rural Development.*

*INFORMAL DISCUSSION Meeting, between sessions, of church leaders attending the conference.*



## *GENERAL ASSEMBLY*

*Exhibits at the far end of the hall were supplied by counties and areas participating in the Rural Development Program.*

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## INTRODUCTION

On June 16-17, 1958, prominent national leaders in agriculture, business, religious and civic affairs, education and other fields met in Memphis, Tenn., to review progress in the Rural Development Program, the contribution of private organizations to the long-term betterment of the nation's under-developed rural areas and ways to promote more rapid progress.

The Rural Development Program, now going forward on a demonstration basis in 30 States, is a program directed by local leadership with federal and State cooperation to promote farm, industry and community development in rural areas which have many underemployed people.

About 350 persons, representing more than 100 private organizations, 32 Land Grant Colleges and Universities, and Federal and State agencies were present at the Memphis conference.

The meeting consisted of general sessions attended by all participants at which prominent speakers presented their views; 10 individual discussion groups permitting more intensive consideration of specific problems and needs in rural area development; and luncheon meetings encouraging a more informal, "brainstorming" type of discussion.

Following the Memphis Conference, Under Secretary of Agriculture True D. Morse, Chairman of the Committee for Rural Development Program, commented, "This meeting was the first step on the path of closer cooperation among agencies and organizations with a vital stake in the program. National leaders attending the Conference gained a better understanding of problems and needs in the nation's underdeveloped rural areas. The major effect of the Conference will be seen in coming months as we speed and perfect the Rural Development Program. There will be more participation and general support by private organizations and citizens. This will be seen at all levels--national, State, county and community--as the Rural Development Program moves forward with more vigor--opening wider the doors of opportunity for rural people."



## STATEMENT OF THE PRESIDENT

Statement of President Eisenhower after meeting June 5, 1958, with Under Secretary of Agriculture True D. Morse, Chairman of the Committee for Rural Development Program, and Dean Harry J. Reed, Coordinator for the program. The meeting was held to inform the President of final plans for the Conference on Rural Development in Memphis, Tenn., June 16-17. The President's statement:

"Under the leadership of Dean Harry J. Reed, the Rural Development Program to aid small and low income farmers continues to show major progress. The growing public interest and willingness on the part of citizens to lend assistance is most encouraging.

I want all those who will be participating in the Conference on the Rural Development Program in Memphis on June 16th and 17th--as well as the hundreds of other citizens giving leadership to the program--to know how grateful I am for all their work and leadership. They especially have the gratitude of farm people who see in these efforts new opportunities ahead for higher incomes and better living."

# Program

OF SPEAKERS AND DISCUSSION GROUPS

## CONFERENCE ON RURAL DEVELOPMENT PROGRAM

Peabody Hotel, Memphis, Tennessee,  
June 16-17, 1958

Another in a continuing series of studies and working conferences at the local, state, regional and national level designed to perfect the Rural Development Program and widen its impact. In addition to the many local "grass roots" meetings have been the following:

- Planning Conference, Rural Development Program, Memphis, Tennessee, June 7-8, 1955.
- Work Conference on the Rural Development Program, Washington, D. C., July 11-12, 1956.
- Regional Conference--Kentucky, West Virginia, Tennessee--Lexington, Kentucky, May 13-15, 1957.
- Regional Conference--Louisiana, Texas--Shreveport, Louisiana, June 17-19, 1957.
- Regional Conference--Arkansas, Oklahoma, New Mexico--Fort Smith, Arkansas, June 20-21, 1957.
- Tri-State Conference of Extension Workers on Rural Development--Wisconsin, Michigan, Minnesota--Eagle River, Wisconsin, September 2-5, 1957.
- Regional Conference--Florida, Georgia, South Carolina, Puerto Rico--Athens, Georgia, September 24-26, 1957.
- Regional Conference--Virginia, North Carolina--Asheville, North Carolina, October 23-25, 1957.

The Rural Development Program--

"The first truly broad-scale attack on the problems of low income farmers. I am happy to see so many groups and agencies working together as a single team. That is the way to get results." - - -  
President Eisenhower, September 1956.

Conference on RURAL DEVELOPMENT PROGRAM

June 16 and 17, 1958

Peabody Hotel - Memphis, Tennessee

"We must open wider the doors of opportunity -- for the good of our country and all our people." - President Eisenhower

June 15 - Advance registration 8:00 to 9:00 p.m.

June 16 - Registration 8:30 a.m.

PROGRAM

Morning -- June 16

Walter Williams, Chairman - Under Secretary,  
U. S. Department of Commerce

- 9:30 Welcome to Memphis - Honorable Edmund Orgill, Mayor
- 9:45 Plan and Purpose of the Conference - True D. Morse, Under Secretary,  
U. S. Department of Agriculture
- 10:00 Underemployment of Farm Families - Charles B. Shuman,  
President, American Farm Bureau Federation
- 10:50 Industries in Rural Areas - James C. Worthy, Vice President,  
Sears, Roebuck & Company and President, Sears, Roebuck Foundation
- 11:40 Rural Development Program in Action - A picture story.
- 12:00 Lunch (Participants are asked to continue discussions and develop  
suggestions while at lunch)

Afternoon -- June 16

Edward Foss Wilson, Chairman - Assistant Secretary, U. S. Department  
of Health, Education and Welfare

- 2:00 Rural Development Pays -- Western North Carolina 9-Year Record -  
Morris L. McGough, Executive Vice President, Asheville Agricultural  
Development Council, Inc., Asheville, North Carolina
- 2:20 Education Beyond The High School -- Need for Action - Dr. David D. Henry,  
Vice Chairman, President's Committee on Education Beyond the High  
School, and President, University of Illinois

3:15

DISCUSSION GROUPS -- Afternoon -- June 16

I. Education Beyond The High School -- Action Programs

Dr. Robert R. Hudelson, Chairman, Dean Emeritus, University of Illinois  
College of Agriculture, and Member, President's Committee on Education  
Beyond the High School

II. Industries For Rural Areas

Harllee Branch Jr., Chairman -- President, The Southern Company (Utilities),  
Atlanta, Ga., and Birmingham, Ala.

III. Forests and Forest Products -- and Rural Development

Panel:

Vance Miles, Jr., Manager, Division of Forestry, Gulf States Paper Corp., Ala.

J. H. Nicholson, Vice President, Hassell and Hughes Lumber Co., Tennessee

Richard L. Craigo, Wilson Lumber Co., Arkansas

Dr. Maurice K. Goddard, Sect., Pennsylvania Department of Forests and Waters

Moderator: Dr. Richard E. McArdle, Chief, U. S. Forest Service

IV. Youth Organizations and Boys and Girls Clubs -- and Rural Development

Howard McClarren, Chairman - Chairman, Inter-organization Committee on  
Programs for Rural Youth, and Director, Youth Education, American Institute  
of Cooperation

V. Rural Sources of Income -- Tourists, Scenic and Recreational

Panel:

Frank W. Suggitt, Head, Resource Development Department, Michigan State  
University, representing National Association of Travel Organizations

Gordon H. Turner, President, Association of Southeast Park Directors

William M. Hay, National Recreation Association

Evening -- June 16

Dinner (Participants are asked to continue discussions and develop suggestions  
while at dinner)

O. Hatfield Chilson, Chairman - Under Secretary, U.S. Department of the Interior

7:30 The Role of Churches and Religious Organizations in Rural Development--

Hon. Brooks Hays (Congressman from Arkansas), President, Southern Baptist  
Convention

Rt. Rev. Msgr. Luigi G. Ligutti, Executive Director, National Catholic Rural  
Life Conference

Dr. Richard O. Comfort, Executive Director, Department of Town and Country  
Churches, National Council of the Churches of Christ

After the Evening Program -- The Under Secretaries, Administrator, and those on  
the program would like to meet participants in the Conference.



PROGRAM -- Morning -- June 17

James T. O'Connell, Chairman-Under Secretary, U.S. Department of Labor

- 9:00 Some Experiences of FAO's Member Nations in Rural Development -  
Ambassador B. R. Sen, Director-General, Food and Agriculture Organization  
of the United Nations, Rome, Italy
- 9:30 Banks and Rural Development--Hon. Charles N. Shepardson, Member,  
Board of Governors, Federal Reserve System
- Wendell Barnes, Chairman-Administrator, U.S. Small Business Administration
- 10:20 How Chambers of Commerce and Businesses and Professional People Can Help  
in Rural Development - William A. McDonnell, President, U.S. Chamber  
of Commerce
- 11:10 How Editors and Communications Media Are Vital to Rural Development Pro-  
grams--Frank R. Ahlgren, Editor, The Commercial Appeal, Memphis, Tenn.
- 12:00 Tippah County, Mississippi, Rural Development Program -- W. H. Anderson,  
Attorney, Ripley, Mississippi
- 12:30 Lunch (Participants are asked to continue discussions and develop suggestions  
while at lunch)

2:30 DISCUSSION GROUPS -- Afternoon -- June 17

- VI. The Role of Vocational Education in the Rural Development Program  
James L. Patton, Chairman, State Director, Vocational Education, Ky.
- VII. Service and Civic Clubs--and Rural Development  
Panel: Merle H. Tucker, Trustee, Kiwanis International  
Clifford D. Pierce, Past President, Lions International  
A. Z. Baker, Past President, Rotary International
- VIII. Natural Resource Conservation and Development  
Herbert Eagon, Chairman, Ohio Department of Natural Resources
- IX. Transportation, Power, and Communications--and Rural Development  
Daniel P. Loomis, Chairman - Chairman of the Board, Association  
of American Railroads
- X. Health and Nutrition--Hospitals, Clinics, etc.  
Aubrey D. Gates, Chairman - Executive Director, Council on Rural  
Health, American Medical Association

4:30 Adjournment

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Committee for RURAL DEVELOPMENT PROGRAM, Washington, D. C.  
O. Hatfield Chilson, Under Secretary, Department of the Interior  
True D. Morse, Under Secretary, Department of Agriculture (Chairman)  
Walter Williams, Under Secretary, Department of Commerce  
James T. O'Connell, Under Secretary, Department of Labor  
Edward Foss Wilson, Assistant Secretary, Department of Health, Educ. & Welfare  
Wendell Barnes, Administrator, Small Business Administration  
Dr. Joseph S. Davis, Member, Council of Economic Advisers  
Dr. Harry J. Reed, Coordinator for RURAL DEVELOPMENT PROGRAM



## ADDRESSES DELIVERED AT THE CONFERENCE

The following addresses were delivered at the general sessions of the Conference. In order to save space, some have been condensed for reprinting in the proceedings. However, in all cases the wording of the address is used.

### Morning Session, June 16

#### Statement by

Walter Williams, Under Secretary, U. S. Department of  
Commerce Presiding

It is a privilege to open this Conference on the Rural Development Program. This Conference is unique in at least two respects:

First of all, in the participation of so many recognized leaders from so many different fields of national endeavor.

And, second, in the broad scope of the issues to be considered, which range all the way from industrial development in rural areas through long-range conservation to improved health conditions.

Our being here today representing so many organizations and interests is positive proof that "rural" is no longer synonymous with "agricultural", that people in farming areas are confronted with the same complex issues that face our cities--how to educate the children better, how to provide jobs off the farm on a part time or full time basis and how to pay for needed community facilities.

From the very start of the Rural Development Program, President Eisenhower has shown a direct and continuing interest in our work.

Only last week, he took time out from his busy schedule, filled with so many complex and enormous national and international issues, to consider our plans for this meeting and to voice once again his support of this program.

Let me quote from his statement, after meeting last Thursday with Under Secretary Morse and Dr. Harry Reed:

The President said, "I want all those who will be participating in the Conference on the Rural Development Program in Memphis on June 16th and 17th--as well as the hundreds of other citizens giving leadership to the program--to know how grateful I am for all their work and leadership. They especially have the gratitude of farm people who see in these efforts new opportunities ahead for higher incomes and better living."

In a series of statements over the past few years, President Eisenhower has voiced similar interest in this program--and a deep appreciation of the efforts being put forth by private citizens and agency workers to make Rural Development a success.

It was the President's request early in 1954 that special attention be given to the problems of rural people with low incomes which touched off the extensive research and planning leading to the Rural Development Program.

It was his letter to the Congress in 1955 stating that "we must open wider the doors of opportunity to our million and a half farm families with extremely low incomes" which encouraged the development of a program for low-income rural areas.

And it was President Eisenhower's agricultural message to Congress this year which set the stage for a more vigorous effort on the part of all participating agencies and groups to push this extremely important national program.

The Rural Development Program, the President said in January "is widening opportunities for those rural people on the lower rungs of the economic ladder . . . it has already achieved much and with the increased emphasis planned for the coming year, progress promises to be more rapid in the future."

In the light of the President's interest and concern for solutions to the complex, deep-seated problems of our underdeveloped rural areas, we here at this conference have an opportunity to make a significant contribution by taking a good, hard look at the issues involved and suggesting realistic, practical solutions.

At the onset of our deliberations permit me to cite a few facts about our changing rural areas that, I suggest, we must keep in the forefront during our two days of work.

You may have heard these before, but I repeat them because of their importance to the formulation of sound recommendations:

--Fifty-six percent of our farmers produce only nine percent of the nation's marketed agricultural products. Programs designed to assist commercial farmers do not meet the practical needs of this majority of our farm people.

--An increasing proportion of income on our farms is derived from industrial jobs, pensions, and other off-farm sources. At present more than 30 percent of the income of farm families comes from sources other than the production of their farms.

--During the next decade, employment of farm workers and farmers will decrease about 15 percent, according to U. S. Department of Labor projections. In other words, the long-term trend of our farm population will continue downward.

--In many, many low-income rural areas, there are four, five, or more young men coming to maturity for every single opportunity in farming. It is estimated that some 70 percent of young people growing up in all our rural areas will not farm. But, at present, only about one-third of the high schools in the nation have employment guidance programs in cooperation with State employment service offices. And, note this, these are almost entirely city schools.

These facts simply point up some of the problems of this Conference as well as the need for it.

The main thing is that the solution to these problems will not be found in a purely agricultural approach. I refer to problems of off-farm income, non-farm opportunities for rural youth, new educational approaches and the development of small industry and recreational opportunities. That is why this Conference is made up of people with a diversity of interests, talents, backgrounds and associations. The rural, low-income problem is not susceptible to a single simple solution.

Perhaps out of the diversity of talent represented here we can come up with some new ideas or ways of approaching many of those long-standing problems which refuse to be licked by the passage of time alone. At any rate, let's go into this conference uninhibited by traditional approaches to these problems; let's not hesitate to express our own particular viewpoint for that is why we are here; and let's see if out of these group discussions we can come up with some new and promising ways of getting the job done. Let me repeat that none of us knows all the answers, and that only through the free, whole-hearted participation of each of you in this Conference will the conference become a worthwhile one.

- - - - -

Welcome to Memphis

Samuel B. Hollis, Executive Assistant to  
Hon. Edmund Orgill, Mayor of Memphis

- - - - -

Conference on Rural Development Program

True D. Morse, Under Secretary, U. S. Department of  
Agriculture

This national conference logically follows the many "grass roots" and regional meetings which have taken place throughout the Nation during the last three years. From the Pacific Northwest to Florida and from Maine to the southwestern States, local leaders have been organizing the type of Rural Development Programs which are best adapted to local conditions and needs. Now follows this Conference of outstanding local, State and national leaders to determine how their organizations and citizens generally can be



most effective in furthering local programs. This in turn will add strength to the total economy of the United States.

The Rural Development Program to aid small and low income farmers continues to show major progress. More farm families are being enabled to continue to live on their farms, out in wholesome country surroundings, and yet have adequate incomes.

The broad interest and desire to be of help is shown by the fact that some 100 organizations will have representatives here and others have expressed deep regret that prior commitments prevent their attendance. There are leaders here from at least 34 States and Puerto Rico--including representatives of governors.

President Eisenhower has again expressed his great concern that this work move forward aggressively. "The growing public interest and willingness on the part of citizens to lend assistance is most encouraging.

"I want all those who will be participating in the Conference on the Rural Development Program in Memphis on June 16th and 17th--as well as the hundreds of other citizens giving leadership to the program--to know how grateful I am for all their work and leadership. They especially have the gratitude of farm people who see in these efforts new opportunities ahead for higher incomes and better living."

We have clear-cut responsibilities as we gather here.

1. As leaders in national and regional organizations and agencies--we need to make clear how our State and local people can be more effective in rural development work.

Private citizens and organizations should take the lead--government departments and agencies are ready to help.

2. Volunteer--do not wait to be asked to help. As leaders, we need to be saying to our local workers and to citizens generally--"team up and get to work on the job of improving low incomes and the general welfare of farm families and other rural people in areas where there are major problems."

The Agricultural Commission of the American Bankers Association, in the booklet Banking and the Rural Development Program suggests that bankers help take the lead--"Where they have not already done so, bankers in rural development counties should volunteer their services to councils and committees guiding the program." That is the attitude all leaders should adopt.

3. The need is urgent. It is an old and stubborn condition on which we are at work. Our participation in this Conference will in itself help emphasize the urgent need to improve the lot of the fine farm families--and other people who down through the years have suffered from chronic low incomes, underemployment, and lack of opportunities.

4. The most effective approaches and methods need to be shown. The discussion groups will give an opportunity for all to participate and pool their experience and ideas.

5. This is a work conference. We are here but two days. It is important to make full use of this limited time while we are together. Therefore, we propose to make use of the two luncheons and the dinner period this evening in "round table" discussions. Some broad subjects will be posed. This will give further opportunities to bring out ideas and suggestions which may not otherwise be developed in this Conference.

6. After the Conference, let us continue to have your advice and counsel. This is a standing invitation. We plan to write you for suggestions following this Conference. All of us are engaged in a never-ending search for improved methods and new ideas to help improve incomes and the welfare of rural people--especially those most in need of help.

America needs balanced and widely dispersed economic strength. That is a major objective of the Rural Development Program.

The program was created to help increase the incomes of farm families who live on small farms or poor land. Too many farm families have incomes of \$1,000 or less per year. Over one-half of all farms--2.6 million out of a total of 4.7 million farms in the United States--produce only 9 percent of the farm products marketed.

Pioneering community and area development programs provided a foundation on which to build. Then some three years ago the Rural Development Program came into being--now there are 71 "pilot" or demonstration counties and areas. The program is going forward in 30 States and others are making plans for expanded rural development work.

The activities are spreading beyond the demonstration areas. Whole areas of States are becoming more active. For example, Jim Gooch of Michigan State University in an article says,

"Michigan's Upper Peninsula citizens are taking literally the term 'Resource Development' . . . . The aim is to use all resources to develop the economy of the whole area"--15 counties. This is but one example.

A similar broad approach is being taken in Indiana.

1. The primary objective of the Rural Development Program is to make it possible for farm families urgently in need of more income to have increased earnings.

2. Entire areas of low income will be lifted to higher economic levels.

3. Strength is being added to the total economy of the United States.

4. Dispersed industrial and other economic activities are making it possible for more families to continue to live on farms and in rural areas. That is good for people and for America.

5. More people have the advantage of home-grown products to reduce living costs and provide more healthful diets.

6. Congestion of work and living is being minimized.

7. Dispersal of industries and economic strength is being encouraged. It is important for defense reasons. More than 60 percent of the nation's manufacturing workers are concentrated in 62 large metropolitan centers.

8. Young people are receiving more training and education--to open wide the door to greater opportunities throughout their lifetime.

This is a program packed with action. It is paying off. It is helping to bring new income from projects such as these in:

Chilton County, Ala., 25 new jobs, timber cutting and handling  
Perry County, Ind., 50 jobs, small boat manufacturing  
Watauga County, N. C., 100 jobs, garment manufacturing  
Macon County, Tenn., 475 jobs, garment manufacturing  
Choctaw County, Okla., 30 jobs, woodworking and grain cooperatives  
Camp-Franklin-Titus County Area, Tex., 130 jobs, poultry processing  
Price County, Wis., 54 jobs, woodworking, charcoal manufacturing,  
and sport fishing equipment (Most of this is employment in a factory  
scheduled to begin operation in the summer of 1958.)  
Chesterfield County, S. C., 58 jobs, poultry farm work  
Berkeley County, S. C., 70 jobs, general farm work  
Tippah County, Miss., clothing plant expanding production,  
adding 150 jobs.

Training programs to improve the skills of rural people have been started in several States, as a direct result of the Rural Development Program. In Kentucky, for example, about 500 people in eastern and south central counties have received training in such skills as welding, plumbing and office practices.

In Covington County, Miss., a Negro community of 40 families, with guidance from the development group, organized a home life committee to encourage members to improve sanitation.

One hundred families in a Texas county improved their homes and farms through a cooperative community campaign.

Fifty percent more children in Hardin County, Tenn., are receiving pre-school health examinations as a result of community efforts.

In three States (Georgia, Tennessee, Kentucky) and six pilot counties, rural development promotion helped raise matching funds to build hospitals serving families in these areas.

During the past few years, at least three major committees of the U.S. Congress have taken up the problem of underemployment in agriculture. They all agree in certain of their recommendations. In the words of one committee



report, "A main line of attack . . . should consist of programs to develop local nonfarm resources, to improve the education of farm people, to make training in industrial skills available, to overcome obstacles faced by people who wish to make the transition from farm to nonfarm work." (Subcommittee on Agricultural Policy, Joint Economic Committee, February 10, 1958.)

The challenging and high purpose that brings us together is to help people on the lowest levels of income--to help boys and girls and young people to have the great opportunities which America has to offer. That is our mission in this Conference on the Rural Development Program.

- - - - -

### Underemployment of Farm Families

Charles B. Shuman, President, American Farm Bureau  
Federation

I have been sitting here thinking that I've been here before. Did you ever have that peculiar feeling of having been through this same exercise before? I was puzzled for a little while trying to recall why I had this feeling of having been here before.

Then I remembered, not a national conference, but a State conference, in the State of Illinois and county meetings of several years ago where we set up under the direction of the USDA, under a previous Administration, a farm and home planning project. We got the folks excited and many government agencies were involved. Finally, at the local level they called together some representatives of farmers to sit down with the agency folks to plan the future for American agriculture, or at least the agriculture in the various communities. I thought we did a good job.

We spent a lot of time on it. We met days and nights and we wrote reports and filled in blanks and answered questions and finally there came a national report that was about as thick as Mr. Avery's Sears-Roebuck catalogue. We had a county report that was at least a half inch thick and I remember some of the things we put in it.

Our little county had something like 150 farmers who were raising wheat and this wheat was poor quality mixed wheat, good for nothing much but feed, so we decided in our wisdom that we should discontinue raising wheat in our county. We planned that down the road in 10 or 15 years there would be no wheat growers. Well, what's happened? Under the stimulation of a government program whereby Congress in their wisdom decided that we should pay the same price for feed wheat as we do for milling wheat--instead of discontinuing the growing of wheat in our county, we have increased from 150 to 1,300 wheat growers.

Another decision we made was that since only 10 percent of the farm homes in our county had plumbing and sanitary facilities that we should have as our goal a gradual increase. We said "gradual increase" because we knew farmers couldn't finance and we knew that we didn't have the skilled help in the

community to install plumbing much faster than a 10 percent per year increase and therefore by 1960 we would have something like 50 percent of our farm homes with running water. Just to show you how far off we were, here in this year of 1958 something like 70 percent of our farm homes have running water and bathrooms.

We speculated on some other things. We took a look at our school system. We had some 100 rural schools with an average attendance of less than 20 in our county, and we estimated that in another 25 years we would be able to consolidate these rural schools to the place where we might reduce the number from 100 down to 50, with an average attendance perhaps of 100. Five years ago, not today, but five years ago, the count of schools was down to approximately 20 in our county with an average attendance of over 200.

We did some other planning. We speculated on the direction livestock and dairy production would go.

We decided that our county would probably become a much more important dairy county. Suffice to say that the reverse trend is taking place.

I know of nothing in this planning exercise that worked out. Some things went faster than we hoped for. Nothing went according to schedule as far as I can recall.

I'm glad that the Rural Development Program that we are seeing here is a little bit differently based and a little bit differently directed than that program. This is, as I understand, and as outlined by Under Secretary Morse, an exercise in getting local people and local organizations to take interest in the development of local communities. If it should change into the other pattern of a Federal-State planning project, then I predict the same gloomy end that the other program came to that was a huge stack of reports and practically no effect on the rural community or rural people.

Take a look at agriculture today and you'll recognize of course that we've had 40 years of rather explosive changes during which time farming has become a business . . . a competitive business and one that is subject to all of the dangers, and all of the factors, and all of the checks and balances with which any other business has to contend. Now this change to a business agriculture has been good for those farmers in commercial agriculture who have been able to adapt and to become businessmen. It spelled trouble for those farmers who either could not or would not change to become businessmen.

We have many folks listed by the census as farmers who are not commercial farmers. It would be helpful if the Federal government would try to improve the census descriptions as well as the USDA descriptions of farmers so that we could have a better statistical picture of the problems we face. Fifty six percent of the farm folks produce only 9 percent, and 44 percent produce 91 percent of total agricultural output.

Actually in this great group of folks who are called farmers and produce the 9 percent there are very few actual farmers. They are rural residents and part-time farmers, and yet this is in part an agricultural problem because they live among us. They're out there with the folks who are engaged in com-



mercial agriculture. They're part of our community. And so as a representative of a farm organization, an organization of commercial farmers, we welcome them into our organization if they are part-time farmers, but we are not primarily concerned with their other problems. We are primarily concerned with the folks who are in commercial agriculture.

On the other hand, rural community problems are of concern to us. The economic and adjustment problems of low income rural residents are not farm problems but actually problems for all America, for business, labor, church, education, government; all the different groups in this community where these folks live and where the effect of their lack of adequate income is so important.

Our task is to approach the solution of these problems in a sound manner and while there are social implications, I believe the low income problem of this segment of rural people is primarily an economic problem. Therefore, the solutions must be economic as well as social.

The greatest danger in relieving underemployment in agricultural areas is that politicians will capture the initiative before we have a chance to apply sound economic and social solutions to the problems.

We should first see what the problem is. I'm not going to try to describe it in all its ramifications, but simply say that I believe it is basically one of education. This is true where you have any group of people, whether in this country or some other nation, who have not been able to earn a satisfactory income.

Underemployment is related to the fact that the level of desires of individuals is not too high. As folks get a better education, their level of desires tends to rise. As your level of desires, together with your basic educational background, improves, you inevitably work harder for the things you want.

So this to me is an individual problem--it is not a problem primarily of government--State, national or even local government--it is not primarily a government problem. It is not primarily an organizational problem. It is a problem of individuals. It is true that government, organizations of all kinds--farm organizations, labor, church, service clubs, chambers of commerce, PTA's, women's organizations, veterans, youth--all these organizations can make a contribution to the improvement of the individual's opportunity to do better.

But again we need to know more specifically what these problems are. I mentioned a moment ago that we need better statistics. I want to emphasize that because there have been some checks made on the census figures which indicate that you can't accept these income figures at their face value. Many of the folks in my community believe that the employees of the census or the USDA make their statistics available to Internal Revenue, and as a result you cannot depend on census income statistics. They do not accurately report their income. So when somebody tells me there are so many million people living out here on farms with an income of less than \$1,000, I automatically discount it

because I know it's not true. They cannot live at such a low level of cash income. We need better statistics.

The second point I wish to make is that there is an area for governmental activity. It is very definitely limited. The greatest limitation on any government activity to help individuals is at the national level. What impact can the national government have on individuals? It can have some, of course, but it is very limited.

If this is a problem of improvement for the individual in the way of better education, lifting the level of his desires, increasing his initiative, increasing opportunities--if this is primarily a problem of individuals, then the government can do very little. We need proper coordination between the different governmental agencies that touch the individual. Government can be helpful in securing better statistics. Government can be helpful in determining the general direction that these programs go by being sure that they go in the direction of helping the individual plan for his future, rather than planning for the individual's future by government. But in large part the Federal government activities are very strictly limited in this area. State government can do a little more. We've all seen examples where State governments have developed vocational training schools on an area basis and where State extension service programs have been geared to meet the needs of particular communities. State and Federal government cooperation is important but even the State government is quite far removed from the individual and always will be. And so the State governments' opportunity to help these folks is definitely limited.

Where you really get into the area of opportunity for government action is down at the community--the county--the local level. And here is where you can reach people. Fortunately many of our governmental agencies have trained, experienced workers at the local level and they can do a great job in helping people help themselves, if that is the direction in which the program is pointed by State and national leadership.

There is opportunity here for the extension service to be effective. I have been a little alarmed because a few extension workers have felt that the opportunities in agriculture were becoming restricted and so they turned to urban service. They show folks how to prune rose bushes and spray cabbage and that sort of thing.

Here are these vast areas of opportunity to work with people in rural communities who have possibilities to improve their earnings in agriculture or some other occupation, and yet a few who could help are sitting in offices answering telephones to tell people how to get rid of cabbage worms and mildew on roses.

I could make the same comments about some other areas of government agricultural service.

Here is a wonderful opportunity for all of the various agencies working with agricultural people to redirect their programs so that they are aimed at serving the needs of the individual and the individuals in a rural community. Much of the activity of government has been directed at improving agriculture

as a whole, increasing the total farm income or the average individual farm income, saving so many acres by soil conservation, or reclaiming millions of acres by flood control or reclamation projects.

We like great national totals--they look impressive. What does all this avail if we have not helped the individual--if we haven't improved his opportunity-- if we haven't done something to cause him to want to provide a better education for his children, if we haven't in some way caused this rural family to raise the level of their desires and their incentive to work to attain those desires.

Many of our programs are directed at community improvement--a very intangible thing--when perhaps we ought to be talking about individual improvement and individual incentives.

I believe that America's low income farmers need more economic and educational elbow-room either to better themselves as farmers or to get jobs off the farm.

One of the real problems in today's society is the underemployed farmer--the man who can't quite make a go of it in his present situation but who can still be quite productive in the right spot, either on or off the farm. Key tools in the solution of his problem are basic education to help him become a more productive person--in either farming or an off the farm occupation. Secondly, there is need for a favorable economic climate which would provide opportunity to earn a better living, whether he stays on the farm or leaves it. And many of these folks will decide to leave.

In this connection our organization is firmly opposed to legislation which in any sense tries to decide who stays and who leaves. Almost everyone will agree that many of the folks on the farm must get into other occupations. Many of them already have; many more will need to. Many young men and women who are born on the farm are going into other occupations.

This is not bad--it is good. Our progress in this nation is related rather directly to the fact that agriculture has become a business of increased efficiency and we have been able to release these millions of workers to go into other businesses and industry and into the service professions. We couldn't have had the tremendous growth in standard of living--and I mean standard of living in its broadest sense--culture, religion, schools--if agricultural efficiency had not improved rapidly and constantly.

This progress in agriculture has meant progress nationally and it will continue. I believe there will be a continuing tendency to produce what we need in the way of food and fiber with a lower percentage of the population. That is a good trend.

However, if this is to happen, we need to have improved basic education and a favorable economic climate for these folks who must make this rather rough adjustment. Political action to keep people in certain occupations is not good for the people or for the nation, and yet this is the intent of many proposals now before Congress.



A good example of the fallacy of the idea that you can decide by political action what is best for people occurred in my own farm neighborhood. A few years ago a fellow with three sons started to farm in our community. During the years of inflation it was relatively easy to secure credit. This fellow bought a tractor for each of his three sons. They had 200 acres of farming land and they had three new tractor outfits--a very unwise and very inefficient kind of operation. One day the banker came to see me and he said, "I've got a note with the tractor as security. What would you do with it?" "Well," I said, "I wouldn't advise anyone to cash in, to take the tractor. I wonder why you were so foolish to have taken this note for this third tractor on 200 acres of cultivated land." He said, "It looked good--he promised to give me his government check. The only trouble is that he made two or three other similar promises."

Now the point of this story is that this man continued in agriculture several years longer than he would have otherwise if there hadn't been a government subsidy check. Congress had decided to encourage this man, who either could not or would not adapt to an efficient business type of agriculture, to continue farming. And what happened? He finally failed and had to quit. The six-year delay hurt him far more than if he had learned that he could not compete at an earlier date. The job that he got was much poorer than if he had been turned out of agriculture six years previously.

Political decisions in economic areas are seldom good for the individual--seldom good for the community--seldom good for the nation.

Above all, the choice between on-farm and off-farm employment should be the farmer's. To enable him to choose wisely he needs knowledge and opportunity--not direction.

The problem of helping the underemployed farmer is one that can best be solved through action of local groups of private citizens working through business, agricultural, civic, labor and other organizations--aided where necessary by local, State and Federal government agencies.

It must be recognized that the underemployed or low income farmer's problem is not entirely a farm problem--it is a social and educational problem. In common with all other citizens, farmers are interested in helping these low-income families improve their opportunities and ability to earn a satisfactory living through vocational training, information on job opportunities, decentralization of industry or any sound plan to give them the chance to secure productive work.

From the standpoint of agriculture, one of the most serious effects of the current recession is the reduction in opportunities for off-farm employment.

I've been proud of the fact that this is one recession that can't be blamed on agriculture because our prices had started to go up before the recession took off. This discredits the idea that all recessions start with agriculture. We've been down for so long that this recession cannot be charged to agriculture. The farm situation today is one of the bright spots in the picture.

We are interdependent, but no one section of the economy determines what all the rest does.

Any plan or program of activity directed toward improving the position of the low income farm family should be such as to: First, enable the person with the ability and the desire, to continue or get into full-time farming, to get the necessary land, capital and management skill necessary to make a satisfactory living. In other words, if the man has the desire and ability to go into agriculture then we ought to help facilitate this desire in every way practical.

Second--to develop more opportunities for the low income farmer to get off-farm employment.

Third--to provide the necessary basic educational facilities through schools and vocational training to improve the knowledge and provide the technical skills needed in whatever occupation he chooses.

The Rural Development Program is providing a pattern, on an experimental basis, which may help bring about the adjustments needed to improve the opportunities for low income families, within or outside of agriculture.

County and State Farm Bureaus and other organizations are doing and can do much to speed up this approach and develop similar activities wherever the problem exists.

Basic to any attempt to provide more gainful employment for low income farmers is a favorable national economic climate. This recession is bad enough, but far worse is the possibility that in trying to cure the recession we will rush into unsound Federal spending programs which could stimulate even more inflation in years to come. I was on a panel recently with a very prominent leader in another type of organization. He was advocating unlimited Federal spending and reduced taxes. Of course this is a good way to get elected to office, I understand, but this is not a very good way to provide for the future security and improvement of a free enterprise economy. It is a pretty sure recipe for socialism and an eventual socialistic dictatorship.

Government action can certainly influence the economic climate of the nation. Federal fiscal and monetary policies largely determine whether we have inflation, deflation or a stable price level. Without a favorable economic climate you cannot have good farm income, high consumer demand, healthy business activity and a high level of employment.

While it has been demonstrated that a high level of employment does not automatically guarantee farm prosperity, it certainly can be said that the opportunity for farmers to prosper will be greater when employment and productivity are rising rather than when the reverse is true. Employment creates the purchasing power that is essential to a good demand for farm products, and a rising level of employment creates opportunity for underemployed farm people to obtain off the farm employment. Too many times when local people recognize there is a surplus of manpower in the community, they turn to the great national corporations for the development of local industry.

More often than not, industry develops in a community where local people have the initiative and the will to accumulate capital and to learn management skills to develop their own industry. Later on, big capital may see this as a very promising location. If you study the industrial development of most communities, you will find it started with local people putting their own capital into local business and big capital came in later.

This is not to discount the fact that in many cases large national organizations have located plants in communities where they literally raised the community by its bootstraps. However, I hope that the folks in Rural Development work in local communities do not confine their activities to trying to attract capital from the centers of capital accumulation.

One of our great needs, of course, is to accumulate more capital and put it to work. One of the great needs of the world is capital--more capital to produce more jobs. And as we penalize capital by unnecessary restrictions--interest rate manipulation and excessive taxation--we at the same time reduce the opportunity for the development of jobs.

I hope that local farm people will cooperate with other local citizens in the development of their own industries.

Present farm programs designed to fix prices and control production have hurt rather than helped farm people to improve opportunities for a satisfactory income. Underemployed farmers who want to stay in agriculture have an important stake in the future of our national farm program. High price supports obviously do very little to help the man who has little to sell. Acreage allotments and marketing quotas limit the ability of farmers to make the best use of their resources.

On the other hand, all farmers eventually suffer when commodities are priced off the market.

In conclusion, I simply want to re-emphasize what I have already said, that if there is to be a successful program along the lines of the Rural Development Program, it needs to be directed to serve the individual, to help him not only have the freedom to change, but exercise that freedom to change with wisdom so as to improve his lot. Government programs that fix prices and control production restrict this freedom to change.

Agriculture has been undergoing a tremendous revolution, evidenced by the fact that farm output per man hour has increased 100 percent since 1940. The trend toward larger farms is a product of this revolution and one that is likely to continue into the foreseeable future. As this agricultural revolution continues, the competition in farming is bound to become more keen rather than less.

The problem of the underemployed farmers, therefore, is not going to be solved just by sitting and waiting for things to cure themselves. Rural Development is an effort directed toward helping the individual meet the more competitive conditions; it is not a sitting and waiting program.



I know I haven't solved anything--I may have contributed to confusion, but I understand this is a conference and designed to try to exchange ideas and stimulate thinking rather than a pep meeting. I hope that out of it comes constructive thinking, rather than just a great mass movement to go out and plan for the future of farmers.

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### Industries in Rural Areas

James C. Worthy, Vice President, Sears, Roebuck and Company, and President, Sears-Roebuck Foundation

(Condensed)

Sears, Roebuck and Co.--and its public service arm, the Sears-Roebuck Foundation--have a long-standing interest in Rural Development. This interest originated in the fact that during its earlier years Sears markets were almost exclusively rural, and the economic health and social strength of rural communities was a vital factor in the company's welfare. This interest continues to this day, despite the great shift which has taken place in the company's market orientation. Sears continues to serve rural markets, but only about 1 customer in 20 now lives in a rural area; the remainder live in towns and cities, and the great majority live in the large, rapidly-growing metropolitan areas.

Rural America continues to be an important part of America, in an economic as well as cultural sense. As a company with a heavy stake in the total American economy, we have a vital concern with the well being of all key elements of that economy, which by any definition must include the rural.

Sears activities in the field of Rural Development go back to 1912. In that year, Sears offered to contribute \$1,000 to any county in the United States which would raise enough additional money to employ a trained agricultural expert to aid its farmers with counsel and advice. Within a year, 110 counties had taken advantage of this offer. In 1914 Congress appropriated Federal funds, under the Smith-Lever Act, to be matched by State funds for carrying on this work. Thus was born the county agent system, which has been a major factor in the evolution of American agriculture. The original county agent idea had been advanced by Dr. Seaman Knapp of the U. S. Department of Agriculture, but its solid start and rapid growth owe something, I think, to the far-sighted genius of a businessman, Julius Rosenwald.

In 1923 the company formed the Sears Agricultural Foundation, designed to supply farmers with information on marketing, farm economics and improved agricultural practices. Reorganized in 1941 as the Sears-Roebuck Foundation, its scope of activities has been considerably broadened. Current programs include the promotion of crop diversification, soil conservation and improved live stock breeds. Most programs of this type are conducted in cooperation with such organizations as the Future Farmers of America, the 4-H Clubs and similar organizations. A feature of this work is its focus on youth groups,

and much of its effectiveness and long-range impact is attributable to this fact.

Under a typical Foundation project, a gilt, a heifer, or a quantity of baby chicks is given to farm boys and girls on condition that one of the offspring be donated to other boys and girls, each succeeding gift on the same condition. The cumulative impact of projects of this kind is phenomenal. In 1 Alabama county, for example, 8 gilts were given to start a project. Over the following 7 years, an enterprising county agent enumerated over 7,000 offspring from the original 8. In the State of Texas, so I am told, about 90 percent of all swine exhibited at State and county fairs in any one year are the progeny of swine originally donated by the Sears Foundation. Programs of this kind are operating in every State of the Union, and are now being extended to Latin America in the wake of the company's expansion into those countries.

Another type of undertaking by the Sears-Roebuck Foundation is illustrated by what we call our Kentucky Strawberry Project. This was started eleven years ago in a remote, underprivileged mountain area in eastern Kentucky. In cooperation with the Kentucky Agricultural Extension Service, 4-H Club members are given 1,000 strawberry plants apiece. After 2 years, each recipient must pass along the cash equivalent of 1,000 plants to start another 4-H Club member in the program. There was no commercial strawberry crop in this area prior to 1947, and little in the way of cash crops of any kind. To date, the Foundation has spent about \$22,000 on this program, or about \$2,000 a year. Last year alone, the cash strawberry crop was worth well over \$600,000. An area which was once one of extreme poverty is now beginning to participate in the economic well being of the country and to provide some of the minimum decencies and opportunities we take for granted as part of the American way of life. Measured in terms of dollars, the aid given has been modest indeed; but every dollar invested has produced a bountiful return, not only in economic but in human values.

Programs such as this help strengthen the economic base of rural areas. Other programs of the Sears Foundation are designed to aid in strengthening rural community life. The most important of these is the Community Service Contest jointly sponsored by the National Grange and the Sears-Roebuck Foundation. Last year over 4600 Granges throughout the country entered the contest. In competing for the \$60,000 in prize money put up by the Foundation, Grange members voluntarily contributed about 5 million man hours of work to the betterment of their communities, in the course of which they produced material values conservatively estimated at more than \$70 million.

But the real values of these community service efforts cannot be measured in financial or other quantitative terms. A new church, a new Grange hall, a volunteer fire company have great values in themselves, but it is not too much to suggest that the moral and spiritual benefits which were created in the course of bringing these achievements into being were greater by far--if, indeed, the two sets of values can be compared at all. In a world of conflict and dissention, it is a truly refreshing experience to see people working together on projects for the common good, and in the process developing a spirit of cooperation and mutual respect and understanding that comes to pervade all their relationships.



The rural scholarship program of the Sears-Roebuck Foundation is also related to Rural Development. First started in 1936, this program has been the means whereby nearly 20,000 farm boys and girls have been able to acquire a college education which would otherwise have been beyond their grasp. These young men and women have made remarkable records in their schools, and the great majority of them have followed pursuits in agriculture or careers closely related to agriculture. A surprising proportion have moved into positions of leadership. Collectively, they have made a major contribution to the health and strength of rural America.

The activities of the Sears-Roebuck Foundation are by no means limited to rural areas. Other programs designed especially to meet the conditions and serve the needs of urban areas have been developed with the growth of the company's urban markets. The activities named, however, indicate something of the scope and character of the Foundation's work in the rural field and may be of some interest to you here today considering the problems of Rural Development.

Sears activities in the field of Rural Development are not confined to activities of a public service nature, such as those I have briefly described. Sears is a buyer as well as a seller of merchandise, and in both respects has an impact on the economy. The company's procurement policies in particular have had a certain influence on the industrialization of rural areas.

The efficiency of a source is dependent in part on its own productive efficiency, and in part on its location in terms of raw material supply and in terms of markets for its finished products. In the development of its system of sources, Sears has found that considerations of both productive and locational efficiency often work in favor of the establishment of plants in hitherto less industrialized areas, including in some cases rural areas.

So far as productive efficiency per se is concerned, Sears has found that the advantage does not always lie with the larger plants. Our engineers, for example, have found it possible, with the use of modern equipment, to organize efficient plants of a much smaller size than was formerly thought possible. Many arguments offered for the superior efficiency of the large plant are based on an existing large plant, which has to be kept operating constantly to perform efficiently. Most products have some key operation, usually involving the most expensive equipment, which determines the capacity of the plant, with other operations kept in balance with this key element. A larger plant is merely a multiple of such key units, but the efficiency may actually decline as the problems of administrative control grow more complex with size. If overhead is geared to a minimum-sized plant--and with modern engineering skills, this is entirely possible--smaller plants can be used as efficiently, and possibly more so, than their larger counterparts.

Recognition of these factors has spurred the decentralization of industry. However, the need for research and product development can become a limiting factor because the single, small plant has difficulty in supporting an adequate research program. Such a program can be supported, however, on a centralized basis by several regional, minimum-sized plants under common control. Or, as

is the case with Sears, the distributor can offer technical services and guidance in setting up workable, economically feasible, production schedules.

A further advantage of the relatively small plant is that it need not necessarily be located in a large metropolitan community. If locational factors make a smaller community the more logical site for a plant, such a community is not ruled out automatically by the requirement of a large labor force on which to draw. Smaller plants, in other words, have much more flexibility so far as location is concerned, thus making possible the realization of still further advantages.

The most important of these is proximity to sources of raw material supply or to consumer markets, depending on the particular nature of the industry. In the field of consumer goods, proximity to the ultimate consumer is generally the more significant. This is especially true in the case of bulky items--such as automobile batteries, roofing materials, furniture, etc.,--where transportation represents a major part of the delivered cost of the merchandise.

As our business has grown over the years, we have tried to strike a good economic balance by equalizing our purchases, to the extent feasible, with our sales in each of the natural geographical regions of the country.

Much, but by no means all, of this balancing of purchasing and sales by regions has been achieved by the development of sources in smaller communities. In addition to inter-regional adjustments, there has been a considerable amount of internal adjustment within regions, and much of this, too, has been in the favor of smaller towns and cities.

This policy of decentralization has proved beneficial both to Sears and our sources. New uses have been found for local products, community and regional economies have been strengthened and customers have enjoyed better merchandise at lower prices.

All of this fits in closely with Sears buying policies. We have generally looked to smaller manufacturers as sources for our trade-named brands rather than to large manufacturers with their own nationally advertised brands. We prefer to work with smaller factories, strategically located, who concentrate on production and who look to us for a substantial part of their distribution.

Sears has found that building a source into a vigorous and profitable organization benefits not only the source but Sears as well. Neither Sears nor the source profits at each other's expense; both benefit by cooperating with each other.

Sears buying principles grow out of the interdependence of large and small business. Two parallel systems for manufacturing and distributing merchandise have been developed in this country: one, with production concentrated in the hands of large manufacturers who distribute their goods through thousands of retailers, both large and small; the other, with distribution in the hands of large retailers, like Sears, who depend upon thousands of small and medium-size factories for the merchandise they distribute.

If the flow of goods from point of production to consumer is traced, it is evident that most of the merchandise carried in stock by independent retailers has come from large factories and consists of manufacturers' trade-named brands. These retailers could not exist without the large manufacturer who, through his advertising and sales promotion, brings customers to their stores. In contrast, Sears is dependent upon thousands of small manufacturers who look to our retail stores and mail order plants to distribute a sizable proportion of their output. Sears is vital to the success of these manufacturers.

These two distribution patterns--large manufacturer and small retailer, on the one hand; large retailer and small manufacturer, on the other--characterize the basic structure of competition in this country today. This is not competition between large and small manufacturers or between large and small retailers, but competition between two systems in each of which large and small units are in partnership with each other. One of the great strengths of our economy lies in the fact that large and small business can capitalize on their real dependence on each other--the small haberdashery, and the large shirt manufacturer; the large automobile manufacturer, and the small subcontractor; the specialty store which sells the national brand appliance, and the manufacturer who makes it.

Many of the fundamentals of (our) buying philosophy are reflected in our lingerie source at McComb, Miss. McComb is close to raw materials and central for distribution. A progressive community of 10,400 population, its workers enjoy a comfortable standard of living without the transportation problems which plague workers in the larger cities. Many combine "sundown" farming with their factory jobs. They are a highly efficient work force.

Starting with the nylon yarn, the McComb plant performs all the operations needed to produce a garment ready for sale: knitting, dyeing and finishing, cutting and sewing. With all operations integrated in one plant, there is only one manufacturing profit, and with large quantities of each design going to a single distributor, specifications and all production steps can be closely controlled to assure uniform sizing and the best construction, materials, and styling.

Long-range planning by buyer and source, working closely together, making forward commitments to achieve steady production, results in increased efficiency to provide an advantage over plants where production is spasmodic and people come and go as business rises or falls. As a result, we get better quality and better costs which are passed on as better values. This operation has been so successful that average employment has grown from 400 in 1950 to about 800 today.

Another interesting example, from among hundreds that might be cited, is the Hawthorn Finishing Company of New Haven, Mo. A town of 1200 people along the Missouri River about 50 miles west of St. Louis, New Haven, until 4 years ago, was typical of thousands of communities closely geared to and dependent on the agricultural economy. Today, the Hawthorn Finishing Company--financed, built, and controlled by community capital and labor--is a fully integrated plant manufacturing tents, tarpaulins, sleeping bags and other canvas goods.



The plant employs 260 people and has an annual payroll of \$750,000; annual sales are about \$5,000,000. All but three employees are local people. Industrialization of this community has not only strengthened its economic base but re-vitalized its civic and cultural life.

The coming in of industry can mean much more than providing jobs and payrolls, as is borne out by the experience of another small town where a factory has been operating for a long enough period of time for its full implications to be felt.

In 1941, Sears aided in establishing a garment plant in the small town, Rutherford, Tenn. Today this plant employs 350 people. A few years ago, we checked on the general economic effect of this industrial development in the county in which the town of Rutherford is located, comparing it to an adjoining county quite similar in every respect except for the bringing in of industry. Here are some significant comparisons:

An increase of 154 percent in the number of tractors in Rutherford County in 5 years, compared with 65 percent in the other county; 190 percent increase in the number of farms having electricity, compared with 123 percent in the other county; increase of 138 percent in electric consumption per resident, against 84 percent. Census figures show a 22 percent increase in number of farms in the "farming county," but this probably represents, to some extent at least, residential farms for industrial workers. The "industrial county" developed a livestock type of farming to a greater degree than its neighbor. It had more banks, more schools, more churches--with factory workers as liberal contributors--more stores, more auto agencies, more implement dealers and service stations. Real estate, both commercial and residential, which was comparable as between the 2 counties 10 years earlier, had increased in value 50 percent in the industrial county over the other. And there had not been a foreclosure or dispossession in the county since industry came.

I am sure you will agree this has been a desirable result. Such results, it must be pointed out, are not automatic, and in fact may not occur at all. We followed through a similar situation in New York State and found that a small town industry development there resulted in a reduction of self-sufficiency in local food production. In this case, however, we discovered that the money which came in the form of payrolls enabled people who formerly bought locally-produced foodstuffs to buy products grown at more distant points. In other words, those employed in industry lived better, but the immediate agricultural community did not share in the prosperity because local food production was not developed to supply the increased buying power the industrial payroll made available. If the maximum benefit of an industrialized community is to be secured, sound leadership must come from agricultural colleges, extension workers and county agents. This is a field for considerable research work and study by experts, because decentralization of industry to smaller towns is a fairly recent development and the broad social and economic factors involved have not had much study thus far.

The maximum benefit of industrial relocation can come when the agriculture of an area recognizes the changing conditions which follow in the train of industrial decentralization. A local market is created for animal and

poultry products which did not exist before. Agricultural experts tell us that a livestock operation, involving a larger proportion of the land in grass, is best from the standpoint of long-range soil fertility. It also is the best for improved nutrition and higher food standards. Industry can play an extremely important part in providing the local buying power to purchase the products of an improved agriculture. As the dispersion and decentralization of industry continues, regional buying power for an important part of the output of those self-same decentralized industries will be developed. Thus, the ever increasing cost of transportation, the technical ability to make small industrial plants efficient, the constant demand on the part of workers for better living, all combine to promote decentralization of manufacturing operations, and produce in turn a new pattern in agriculture, calling for greater investment on the part of farmers in the equipment required to meet a radically changed demand.

South Carolina is an excellent example of the impact of industrial decentralization on the agricultural economy of an area. In the percentage of new industrial gains, this State has been at or very near the top among all the States in the nation. Almost 1100 new industrial plants have been built in that State since the war. At one time, South Carolina was a one crop State, with cotton occupying almost three million acres. Today, cotton takes about one million acres. Perhaps the most spectacular change has been the growth of livestock production, particularly in dairy and beef cattle. In the latter category, South Carolina's increase in the last 5 years was 106 percent, compared with 63 percent for the South as a whole, and 22 percent for the nation. The number of acres devoted to grazing pastures in South Carolina has tripled in the last three years.

Mississippi is another State where the impact of industrialization can be observed. Between 1940 and 1950, Mississippi did not produce as much dairy products as were consumed in that State. However, since 1950, the production of dairy products has exceeded the local demand, in spite of the fact that the local demand has increased greatly through population growth and industrialization.

Examples of Southern states and Southern communities come readily to mind, but what has been happening in the South is happening in many other parts of the country as well. All in all, it is contributing to the development of a more efficient system of manufacturing and distribution, a better balanced economy, and a more general diffusion of economic well-being and cultural advantages.

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Afternoon Session, June 16

Statement by

Edward Foss Wilson, Assistant Secretary, U. S. Department of Health, Education, and Welfare, Presiding

It is indeed a pleasure to meet with the representatives of so many outstanding national organizations. It is gratifying that these organizations from many diverse fields have indicated their interest in the Rural Development Program by participation in this Conference.

The Department of Health, Education, and Welfare has been an active member of the Committee for Rural Development Program since its inception. Our concern for people and the creation of opportunities for each individual to develop to his fullest--in short the realization of the American dream of a full and satisfying life for all--make this program a particularly exciting venture. As you perhaps know, the motto of our Department is: "Spes Anchora Vitae"--Hope is the anchor of life.

Certainly the opportunities for accomplishing our objectives are tremendous. We are entering a new age of increasing command of atomic energy, fantastic developments in electronics, remarkable discoveries in medical science, the beginning of the conquest of space. In this new age our society will have the resources and the power, the opportunity, to banish many of the burdens that have beset mankind through the centuries.

For the first time in human history a great nation will have the material resources, the wealth in being, to eliminate hunger and scarcity and poverty, to provide a decent level of living for a whole people.

In our rapid conversion from a predominantly agricultural to a predominantly industrial nation, it was perhaps inevitable that some sections have developed more quickly than others. It is probable that in a free economy an uneven development cannot be avoided. But it seems to me equally true that we need not and cannot permit areas to remain underdeveloped.

In 1830, on his return to France after a visit to America the Frenchman, Alexis de Tocqueville, wrote, "These Americans are the most peculiar people in the world. You will not believe it when I tell you how they behave. In a local community in their country, a citizen may conceive of some need which is not being met. What does he do? He goes across the street and discusses it with his neighbor. Then what happens? A committee comes into existence and then the committee begins functioning on behalf of that need."

Fortunately, this way of doing things which so impressed de Tocqueville 127 years ago continues in America today. The real driving force in the



Rural Development Program is the local Rural Development committee in counties all across the nation.

There is much the government can do and is doing. Not only is this true of the department I represent but also of the many other Federal agencies and of State and local governments.

The Department of Health, Education, and Welfare is particularly concerned with the advancement of the health, education, and economic security of our people. These services complement each other as do the three legs of a milk stool. All make a very real contribution to Rural Development. Many of our programs are cooperative State-Federal programs in the areas of education, public health, hospital and health center construction, vocational rehabilitation and welfare services that make a very important contribution. Others such as old-age and survivors insurance are Federally operated and have an important local impact.

Many of the organizations present here have an interest in one or more of these fields or in other areas important to any program of area development. There will be many opportunities during this Conference to discuss more specifically what is being done and what more can be done by all of us.

The Rural Development Program is soundly conceived; it is built on the time-tested method of organized local community action. Government at all levels and organizations in many fields can help. Government should stimulate, not dominate.

Our purpose is to determine how we can help the key group--the local Rural Development committee--as it tackles the problems peculiar to its area. Working together we can solve the problem; with determination we can realize the promise that is America's for all our people.

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Rural Development Pays--Western North Carolina's  
Nine-Year Record

Morris L. McGough, Executive Vice President, Asheville  
Agricultural Development Council, Asheville, N. Car.

Progress is not inevitable. Economic well-being depends upon our own efforts.

Belief in this fundamental truth led the leadership of Western North Carolina to launch a Rural Development Program in 1949. They believed there were opportunities in agriculture and for better rural living--and that the promise of potential benefits was too great to risk all on an attitude of "we'll take what comes along." In an area where the economy rests on three legs--agriculture, industry and tourists--they had already seen the results of strong programs of tourist promotion and industrial development.

Farm, business and industry leaders of the area, under leadership of the Asheville Chamber of Commerce, employed the Doane Agricultural Service, of St. Louis, Mo., to study the area and outline a program of action. The result was the forming of the Agricultural Development Council.

These leaders were convinced that one of the keys to the door of opportunity and progress for our counties and trade areas lay in forming a "partnership for progress" between the towns and rural areas, for the economic benefit of both.

I can say to you, without fear of contradiction, that the years since have shown the soundness of their action.

Basic to the program adopted was the conviction that much of the answer to the kind of agriculture we have in an area--whether it be piddling or prosperous--lies in the interest and support of the businessmen.

This is what the Doane report said, "There will be a teaming up of business and industry and labor with the farmers and agricultural agencies. The agricultural agencies are already at work. What is needed most is for business leaders to harness the rest of the area forces and to team them up on development work."

We believe this is the beginning point for any Rural Development Program. The degree of success for such a program is going to depend on the extent of local interest--and how full a team you have.

In these days of hearing about the unsolvable "farm problem," about the vanishing family farm, about the panacea of new smokestacks solving all our problems, it may seem strange to be talking about a rural program so strongly tied to agricultural development. My only answer is that such a program has worked in Western North Carolina.

Ours is a mountainous region, where agriculture is characterized by very small farms and limited land resources.

We have an average of 9.3 acres of harvested cropland per farm.

We have a population in excess of a half million people in the 18-county area around Asheville, over 50 percent of whom live in the rural areas.

We have about twice as many part-time farmers as we do full-time farmers.

In 1949, when the Rural Development movement started to get underway in the Asheville area, the per capita income of our section averaged only about 750 dollars per person, far under the State average.

A discouraging picture you might say. Yes--but more the reason to try and lift our farm economy, while pushing forward at the same time with industrial expansion and tourist promotion.

We are reminded of Christ's neglected Doctrine of Trying, "Seek and ye shall find, ask and ye shall receive, knock and it shall be open unto you."

The past nine years have seen much progress in the farm and rural economy of Western North Carolina. The "partnership for progress" that has existed among the rural people, the agricultural agencies and the businessmen has



helped to awaken all our people to the importance of a strong rural economy and to the opportunities for raising farm income.

The advances have been such that the businessmen of our area have invested in nine years nearly a quarter million dollars of their own money directly in this Rural Development Program. Also, many thousands of hours of time.

In 1950, the area's gross farm income stood at 63 million dollars. By 1957 it was 91.7 million, up by 46 percent over 1950. In 1957, both the nation and North Carolina realized gross farm income figures stood at approximately 7 percent above the 1950 level. Cash receipts of Western North Carolina farmers have climbed by 65 percent since 1950--far above State and national rates.

Poultry income in 1957 had quadrupled over 1950. Production of commercial broiler chickens has gone from 1.4 million in 1950 to over 11 million last year--an increase of 8 times over, while the State was increasing by 4 times. Hatching eggs have gone from largely a pin-money proposition to an industry that now has over a million breeder hens on our farms and returns over 10 million dollars in egg sales annually.

We have gone from a milk importing area to a milk exporting area, as sales of milk by local producers have more than doubled, bringing in millions of dollars of new income.

Where before there was 1 stockyard in Asheville, now there are 3. Movement of cattle through these yards has passed the 100,000-per-year mark, making it the largest cattle marketing center in the Carolinas.

These happenings on the farms have speeded industrial growth and provided more employment. I might cite the increase from 1 to 4 in the number of hatcheries in Asheville--a new 2 million dollar milk plant last year--grading now underway in my home county of Buncombe for a multi-million dollar plant to supply the South with Gerber baby foods--announcement by Quaker Oats Co. in May of plans to build a poultry feed mill in Asheville, our third new one in two years. This expansion of agriculture has been reflected in the general economic growth of the area.

Retail sales of the Western North Carolina counties increased from \$216,978,000 in 1949 to \$376,914,000 in 1957--an increase of 160 million dollars. The percentage gain was 74 percent, compared to a national average of 56 percent.

Bank debits of Asheville banks rose by 380 million dollars from 1949 to 1957, a gain of 68 percent.

Sales and use tax collections by the State of North Carolina increased by 2.6 million dollars from 1949 through 1957, an increase of 71 percent.

One power company in our area reports average rural kilowatt hour usage up two and one-half times since 1950. Another shows total rural kilowatt hour sales 5 times as great for the period.

Per capita income, although still too low, has risen from approximately \$750 in 1949 to over \$1100 at the end of 1956, a 50 percent increase.

There may be one advantage of being poor. It doesn't take much to improve your situation. However, this does not explain the progress I've detailed. The explanation simply lies in people being more concerned with opportunity than with problems--and being willing to do something about the opportunities.

Basic to much of the progress made has been the interest in better farming and better living stimulated by a program of competition among organized rural communities, known as the Western North Carolina Rural Community Development Program. This area improvement program is sponsored and promoted by the Asheville Agricultural Development Council in cooperation with the agricultural agencies and the businessmen of the counties in the area.

This program has grown from 3 communities participating in 1950 to 112 at present. It is based on the belief that all the promotion and education in the world will bring at best only limited results unless it stimulates desires--desires for a better living, for a better home and community.

The function of our "partnership for progress" program in Western North Carolina has been to stimulate desires. The tool has been the organized community.

Once desires have been whetted, acceptance of better farming practices, new enterprises and increased rural income should follow. This is where the agricultural agencies come in. How effective a job the organized communities do in grasping their economic opportunities depends largely upon the extent of the guidance and technical leadership they receive from the agencies--and stimulation from promotional programs.

Creation of enthusiasm and local spirit are very necessary to any Rural Development Program. But they will not do the job alone. There must be a continuous follow through, which can only be done by the agencies.

For agencies not to work with and guide these organized communities is about like getting married after courting a girl for a year or two and then taking her to a double feature movie on your wedding night. Both make about the same amount of sense.

On the other hand, in Western North Carolina are to be found remarkable examples of what has been accomplished when these organized rural communities have stirred themselves to action.

The communities have rallied under the challenging slogan "There is no limit to what a community can do--if it wants to." They have reached back into the past and recaptured the art of working together. They have developed great spirit and enthusiasm. The countryside has been made more attractive. Community centers have been erected. Neglected cemeteries have been cleaned off and landscaped. Churches have been painted. Rural libraries have been installed and fire departments created. Homes and farms have been made neat and attractive.

Greatest accomplishment of the community development program has been the way rural people have learned to work and plan together. The organized communities have accepted the responsibility for their own progress. The people have reaffirmed their strength and faith in their ability to help themselves.

Results have not stopped with community projects. The enthusiasm stirred by these projects has created interest in projects to increase income and provide the means to live better.

I have already cited some of the farm progress made in Western North Carolina. Community organization and the Rural Development Program have contributed to this progress. However, if we could not cite one specific economic gain, we would still be just as completely sold on this program. As Director D. S. Weaver of the North Carolina Agricultural Extension Service has said many times, "This is a program of children, not chickens; of people, not pigs."

Let's keep it that way. The final results of this program are not going to be counted in dollars. Only one measure will be used. How well has it led the way to a better life for people who are not now sharing in the nation's prosperity.

We are convinced that when people have "caught the spirit" of progress and a better life, as have thousands of families in these organized communities, we need not worry about economic progress. It is on the way.

A Rural Development Program must not be concerned only with the present. It must also look to the future. And where does the future of our rural communities lie? Just one place--with the youth of these communities.

Listen to the words of a high school girl in the organized Mills River Community in Henderson County, N. C.

"Through the constant work of our Community Development Council, the teenagers have been taken into consideration on all community affairs and our opinions are given a high place. Before the organization of our development council in 1951, this was not the overall picture.

"Our council, with the help of the people, has kindled a flame in the hearts of its youth.

"Through an organized community our parents realize that the youth of today are the citizens of tomorrow."

With such spirit, I say to you that "there is no limit to what that community can do, if it wants to."

Rural Development and religious development go hand in hand. I can show you the painted churches, the new parking areas, the other signs of renewed interest that have come from awakening communities. I can tell you about what has happened in organized communities such as Lovesfield in Jackson County, N. C. One of the two churches in Lovesfield had an increase of 53 percent in



church attendance last year, the other an increase of 89 percent. One church has a full-time minister. Their church finances rose by 45 percent last year.

Set the calendar back to November 12, 1957 and go with me to the Beech community in Buncombe County, N. C. as 75 residents of that rural area gathered in a converted school house to tell a team of judges what they had done. This is what you would have heard a farm housewife say:

"We feel a great sense of pride in our community. Just to live here is a privilege. We also feel very humble and thankful that we have been blessed with so great natural resources with which to work. The Rural Development Program has given us an opportunity to develop these elements with a purpose to help each other while helping ourselves. We are grateful that it has pointed the way, provided incentive, encouragement.

"And then, last but not least, the Rural Development Program gives us days like this when we all meet together in a common anxiety, sure we are going to win--equally afraid we won't but knowing whatever the decision we'll all go on as one unit, building together, working together, having fun together in the sure knowledge that our lives have been richer, fuller, more beneficial because of our participation in such a program."

The good effects of the community development program have not stopped at the boundary signs of the organized communities.

There is the spirit of accomplishment of town and country working together, for the benefit of both. There is increased income, which means better living for all the people of the area, rural and urban alike. There has been a great awakening of community responsibility and a rekindling of individual and group action.

This program of a "partnership for progress" between town and country, between businessmen and the farm agencies, with the organized community as the tool for progress, has spread to other areas. Nine years ago, one such program was just beginning to come to life in North Carolina. Now there are five strong area development programs over the State, with others in the formative stage. Where there were a handful of organized communities in North Carolina 9 years ago, there are now close to 600.

Nine years ago the organized communities in the South numbered in the hundreds. Now they number in the thousands. A stimulating force in this growth has been the Southeastern Community Development Association, which is composed of private companies, organizations and the colleges working in the field of community and rural development.

In Western North Carolina, we have traveled a short way along the road of Rural Development. This journey to date has been one of revelation and inspiration, of purpose and perseverance, of problems and progress.

We have seen enough to convince us that agriculture and the rural economy still hold great opportunities within their bosoms, that our rural heritage can grow stronger instead of steadily weaker, and that rural people and towns-people and government can join forces to build better communities, better counties and better areas. Our challenge is clear. We must push back the horizons, lift our eyes and glimpse these opportunities.

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Educational Improvement Through Local Action and Lay  
Participation

Dr. David D. Henry, President, University of Illinois,  
and Vice Chairman, President's Committee on  
Education Beyond the High School

It was nearly a year ago that the Committee on Education Beyond the High School presented its main report to President Eisenhower and to the American people. The committee had been appointed to deal with the impending crisis confronting colleges and schools, arising from increasing enrollments and increasing demands for new knowledge and trained personnel in all areas of American life. In the intervening period, the substance of the report has been widely debated and its subject has had unprecedented public attention.

The recommendations of the committee are presented under five main headings: The Need for Teachers; The Need for Assistance to Students; Expansion and Diversity of Educational Opportunities; Financing Higher Education; The Federal Government and Education Beyond the High School.

Fundamental to an understanding of the report, beyond the specific proposals, is that by its example, as well as by what it said, the committee premised its work on the importance of public understanding of the total education mission, of alert public acceptance of the overall importance of education in the whole fabric of our society.

The basic difference between the rate of recent Russian educational achievement and that in the United States is not one of method, device or organization. It arises not from a new curricular short cut or simple formula of emphasis on certain subject matter. In the words of a recent report of the American Society for Engineering Education:

"We now begin to sense the results of a great and sustained effort in education and research that has reached to the very roots of Russian culture. We are challenged by a powerful movement--an educational movement carried by an entire people and surging forward with gathering momentum. Authoritarian power has provided the attractions of top professional status and reward in technical education. The result is impressive in numbers, in brains and in productivity." (Engineering Enrollment and Faculty Requirements, 1956-67, Miernyk and Horowitz; for the American Society for Engineering Education, 1958; Urbana, Ill.)

In considering how comprehensive public understanding and appreciation might be brought to bear upon education problems in the United States, two theses of the Report on Education Beyond the High School are stressed repeatedly. They are directly related to the work of the Rural Development Conference. One is that readiness and improvement in education service will come chiefly from local action. The other is that the layman has a vital role in the attainment of the nation's education goals.

An editor recently observed: "Often the public gets the notion that a mere handful of individuals and organizations hatches the ideas for our schools; that the grandiose educational scheme of this national group (calls) the next major turn for American public education. But sound out almost any school system and you quickly learn this: Our schools, though influenced by the currents and eddies of national thought, are generating their own good ideas." The editor concludes, "Still the best barometer of educational weather today and in the days ahead are the local school systems." (Educator's Dispatch, Arthur C. Croft Publications, New London, Conn., May 20, 1958.)

In this spirit, the President's Committee discounted panaceas, quick remedies, and ready-made solutions for present needs and new demands. While giving sympathetic and well-considered attention to each proposal, the report makes clear there is no one answer. Junior colleges, technical institutes, educational television, adult education, home study, on-the-job training, loan funds, Federal contributions in specialized areas are all part of the total pattern of possible answers, but the support of one or a few plans for new or extended service will not suffice. The whole structure must be enlarged and strengthened, and at the local level. Each institution, each constituency, each area must look at its own operation and strive to strengthen itself. There is not one way for all.

Education as a function is one of the most complex in modern society, and the most complex of those directly dependent upon appreciation by the layman whose money in gifts and taxes must support it. The public comes to understand how and to what extent and for what purpose we shall educate ourselves, not through the "viewing with alarm" by professional educators or special commissions, but by direct widespread lay participation in the consideration of education problems.

Therefore, a grass-roots understanding of the problems and a widespread public participation in planning for the future are basic to orderly progress. Schools are not apart from American life, and the solution to school problems will depend upon intelligent lay involvement. The specific form lay participation will take will vary from community to community, from institution to institution. But the idea must have friendly support from the profession and from citizen leaders if it is to be meaningful.

There are two aspects to citizen action in school improvement, and they both apply to a consideration of education beyond the high school. One has to do with assistance to the individual; the other has to do with help to the school as an organization.



A specific point of action for any community is to persuade able students to remain in high school through graduation. You have been told in the advance materials for this conference that 1 out of 5 students in the upper one-fourth of their class scholastically drop out of high school before graduation. The number of able students who withdrew prior to high school graduation is an alarming waste of human resources. Improved counseling in the secondary school--both in numbers of counsellors and in method--is an acknowledged point of attention in all studies of the subject. Counseling of parents and of families is a part of the need.

A community which organizes a program of "On to College" for its youth will do much to encourage students to remain in high school as well as to stimulate motivation for advanced work. On the latter point, only 1 out of 3 of the upper one-fourth graduating from high school goes to college.

Many students need financial help to remain in school or to go on to school. I believe, however, that at the present time improved motivation of students is a more influential factor than is financial aid. In most States, the majority of students are within commuting distance of an institution with at least two years of college work. Since room and board are the chief expense items in going to school away from home, it is obvious that most students who do not have to contribute to family support can manage the costs of commuting to college.

Among those who undertake the costs of going to school away from home, many are "on their own." Fifty percent of the single undergraduate men and 30 percent of the women students at the University of Illinois receive no family support. They manage with summer employment, part-time employment and sometimes savings. Some qualify for scholarships and loan funds. It should be noted, too, the working or self-help students make the better grades.

The individual young person looking ahead to his own education can have assurance on two points: One, the world has need of his talents whatever they may be and in whatever direction he may apply them; and, second, motivation is a controlling factor in success.

Beyond encouraging the individual student, however, each community may well ask as to the effectiveness of its school program with these questions:

How and when may the academically able high school students be identified?

What program of studies, under what conditions, will be offered the academically able?

How can the motivation of students be sharpened?

What student assistance is needed?

How can the expectations of the college be communicated to teachers and students concerned?

How can the research results, in method and curriculum, be translated into action?

Related problems are how to bring support to the colleges and universities in a way to permit them to care for their new numbers as well as to meet their obligations for research and leadership.

The tasks ahead for higher education are tremendous--in recruitment of faculty, the provision of facilities and the building of new programs, new services and even new institutions.

Each community is interested in recruiting youth for its own on-going life. Rural communities quite properly want to retain as high a proportion as possible of their youth for rural life; and the education program of a community should take this goal into account. Beyond this purpose, however, is the larger concern for individual opportunity, the obligation to give every boy and girl a chance to develop his talents, wherever he may have been born and under whatever circumstances. This goal is the great American dream and it has come nearer to fulfillment in this country than anywhere else in the world. But we still have the task of making the ideal apply to increasing numbers, with increasing effectiveness.

National security, economic growth and effective democratic living are intertwined with what happens educationally to youth. This idea is not new. It has been a part of the public philosophy in every age of American history. Each age, however, must bring it up to date and make it work in its own time. Citizen support for school improvement in general is the key to educational progress.

It is of immediate concern to every citizen that our colleges and universities are not prepared to meet the new student load, which is forecast as a doubling by 1970, or of their other obligations and opportunities. Many institutions are not meeting the present task adequately--when salaries of teachers are studied, when facilities are measured.

Every citizen has a stake in the colleges and universities of a State for they represent an opportunity for the later development of the child of today. Whether or not the child takes advantage of that opportunity, the existence of the institutions is a major influence upon his life, upon his attitudes, his hopes, his aspirations. The university system is a symbol of the public concern for the welfare of the individual; it is an index to the hope that he too may learn how to grow, develop, prepare for any opportunity for which he is capable.

The public schools of America are the essence of the democratic hope, and the university is the capstone of the structure. In providing social mobility education keeps alive the aspiration of every person that he and his children will have an opportunity to improve their lot. Democracy does not promise that there will be no economic or cultural dividing lines. It does promise that everyone has a chance to cross such lines if he has the will and the ability to do so. Schools are the symbol of that tradition for they are the means for continuing individual improvement and the collegiate institutions are a vital part of that great tradition.

Parents can take no narrow view that the university system is of concern to them only when their children are enrolled. Its welfare, quality, integrity, achievement are a part of the heritage we must hold for all of those who may have need for its services. Even for those who do not attend, the colleges and universities must be available so that the decision not to enroll is a free choice, not one of economic selection or limited alternatives.

Education deals in human values above all other considerations, and concern for the individual and his welfare must remain the measure of daily endeavor.

The weakness in our discussion of school problems has been our failure to comprehend the human terms involved, the intangibles in human relations. We talk about "bulges" in enrollments; we refer to the "tidal wave" of students; we count classrooms and chairs as if "keeping school" were the same as "teaching school." "We must look behind the impersonal statistics representing future school and college enrollments to the tremendous individual and social promise as well as responsibility they reveal," say Clarence Faust, President of the Fund for the Advancement of Education.

Individual freedom is meaningful only if we make sure that every youth has a chance to develop according to his talents and his intellectual and emotional horizons. Without that opportunity we would lose our sense of adventure, our aspiration for an improved society, our faith in individual freedom itself. We would go down the road of cynicism, content ourselves with the conservation of what we have with security as our watchword and mediocrity our standard.

Boys and girls from rural areas should be encouraged to learn the career opportunities in agriculture today and the education required for them.

Trained brainpower and the development of new ideas have accounted for the past success of agriculture, a success which for the moment has upset the balance of supply and demand.

Intead of being discouraged about the future of agriculture because it has been too successful, cannot we assume that the same basic ingredients of past success will mark the future? "New knowledge and its application has become the single most important factor shaping the affairs of agriculture," says Professor Theodore Schultz of the University of Chicago. (Theodore Schultz, Paper to Kellogg Foundation Conference, June 21, 1956.)

"Fertile brains are as important as fertile fields," another has said.

The manpower requirements of agriculture are not commonly understood. In numbers of people, our needs are still very great; and the methods of agriculture today require more than ever that those numbers be adequately trained. With an increasing population predicted for the nation, there can be no let-down in our educational effort to produce an efficient and effective farm operator and manager. Even as high school vocational agricultural education makes an increased contribution to the number and effectiveness of personnel for the day-by-day work of the farm, the need increases for the graduates of



the colleges of agriculture for operation, management and leadership in larger enterprises as well as on the individual small farm.

In Illinois, for example, 4500 people are needed to enter farming each year, just to meet the "turn-over" requirements. The number of college graduates in this annual roll call is at present far too small to fulfill the expectations for maximum leadership and development.

When we look to the personnel requirements of "an agriculture with a future as contrasted to an agriculture with a past," in the phrase of Charles B. Shuman, we have a new measure and new specifications. "Farming today is a business, not a way of life," says Mr. Shuman. (Charles B. Shuman, Paper on "The Contribution of the State University to American Life," The University of Illinois, September 24, 1956.) By this concept, the requirements of agriculture are intertwined with the need for trained brainpower in managing American business enterprise and in developing new opportunities.

The developments of new business for agriculture may take three forms: the building of new markets, economically through new consumption or geographically; the discovery of new uses for present products; the discovery of new products. The history of American agriculture is replete with examples of all three forms of growth.

Thus we are reminded that agriculture is not alone a vocation or profession, and not alone a business. It is also a science. Highly trained technicians are needed, and this message should be conveyed to the young people who have a narrow view of farming. Agronomists, geneticists, animal breeders, plant breeders, cereal chemists, entomologists and botanists are very much needed.

"There is," says Dean A. D. Weber of Kansas State College, "a bull market for such men." (TIME Magazine, September 3, 1956, p. 53.)

The relationship of education and farm improvement is nowhere more dramatically demonstrated than in the experiment station and extension activities of the Land-Grant Colleges.

The Dixon Springs Experiment Station of the University of Illinois is an outstanding example. Located in Pope County in Southern Illinois, research at the 5000-acre station has shown how shortleaf pines can be grown for fence posts, poles and pulpwood while helping to control erosion, protect watersheds, and create wildlife preserves; it has shown how to build pastures and properly to rotate crops which support profitable activity in beef and sheep; it has shown the value of sound veterinary practices in the protection of the animals.

Translated into economic values, the report from one county has this exciting story. In 12 years the dollar value of all crops sold in Perry County grew from some \$600,000 to 2 1/4 million; the dollar value of livestock sold increased from 1 1/2 million to over 3 million. In 1952 five percent of cattle were infected; in 1958 less than one percent.

The inspiration of this experience may be shared by all who will look and listen.

Any discussion of the future of agriculture, or any aspect of it, brings us back to the need for trained personnel for management and leadership, for teaching and for research, and education beyond the high school takes on greater and greater importance in all phases of a successful agriculture. To quote Mr. Shuman again, "well-trained youth on the farm is one crop of which we need not fear a surplus." (Careers in Agriculture, p. 13; University of Illinois Bulletin, 1958, Urbana, Ill.)

In the history of our country the establishment of universal educational opportunity, the growth in support for the free public elementary and secondary schools, the establishment and development of our State Universities and Land-Grant Colleges, the founding of many non-public institutions in the public service have all come only after terrific struggle for support and great public debates.

But in each generation the issues must be defined anew and the battles fought again. There are those today, as in other years, who say the student should pay the full cost of his education, that enrollments should be restricted for the "intellectual elite," that we cannot afford an expanding system of higher education.

If 1957 is recorded as the year of Sputnik, 1958 should be the year when America recognizes more fully than ever before that her chief resources are her human resources and that education is the most important business of the nation.

As long as we harvest the talent of the nation from a broad base, encourage its freedom of choice, and provide for adequate educational opportunity, our national achievement will be adequate in the economic, scientific and military competition of the world.

In 1866, in an address delivered at the county fair at Monmouth, Ill., Professor Jonathan Baldwin Turner, pioneer in the Land-Grant College movement, spoke feelingly of the future of education and the national welfare. After prophesying what the organization of the Land-Grant Universities would do in increasing the wealth of the nation and the "intellectual and social activity and power," he said,

"The sun never shone on such a nation, and such a power, as this would soon be, with such facilities of public advancement and improvement put into full and vigorous operation, set all the millions of eyes in this great Republic to watching, and intelligently observing and thinking, and there is no secret of nature or art we cannot find out; no disease of man or beast we cannot understand; no evil we cannot remedy; no obstacle we cannot surmount; nothing that lies in the power of man to do or to understand, that cannot be understood and done." (Introduction of the First Annual Report of the Board of Trustees of Illinois Industrial University, p. VII, 1868.)

Whatever may be the appraisal of the work of the President's Committee, or of other groups working on education problems today, the American people

have at last started thinking about plans for the future of higher education and education service for post-high school youth. With confidence in the process of democratic appraisal, it may be hoped the school and civic leadership together may build a responsiveness among the people which will be a source of strength and inspiration for the challenging questions of our time.

For an appropriate peroration on the meaning of our work and its importance in our time we may well repeat the main burden of the report of the President's Committee, as thus phrased:

"What confronts us all is an enormous and unprecedented opportunity to develop the human resources of this nation to a broader and fuller degree than even our most optimistic forebears ever dreamed of. The challenge presented by this opportunity points up, rather than supplants, the cardinal role of education. That role is to develop human beings of high character, of courageous heart and independent mind, who can transmit and enrich our society's intellectual, cultural and spiritual heritage, who can advance mankind's eternal quest for truth and beauty and who can leave the world a better place than they found it. Only by pursuing these paramount goals of education can we insure a free society and a sane and peaceful world in which all individuals may live in greater dignity and achieve greater fulfillment." (Second Report to the President, Summary Report, July 1957. Washington, D. C., p. 16-17.)

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Evening Session, June 16

Statement by

O. Hatfield Chilson, Under Secretary, U. S. Department  
of the Interior, Presiding

There is a rather commonly held view that any program of this type of which the Federal government is a part is dominated by the heavy hand of government bureaucracy. However, it is interesting to note, and certainly augurs well for the future of the program, that this Rural Development Program has been kept flexible and decentralized as much as possible to permit the maximum of local direction and the most effective use of government and private agency services.

Public and private cooperation is evident at all levels in the program, as evidenced by the splendid group, organizational, and individual participation in this two-day Conference.

One of the less frequently thought of areas for cooperation and coordination in this nation wide program deals with the role of churches and religious organizations in Rural Development. This is not a new interest for our church and religious leaders, for we know that from the dawn of recorded history the religious leaders have invoked Heaven's blessing on seed time and harvest.

It is fitting and appropriate that we should have with us three eminently qualified citizens to talk to us this evening about "The Role of Churches and Religious Organizations in Rural Development."

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The Role of the Churches and Religious Organizations  
in Rural Development

Hon. Brooks Hays, President, Southern Baptist  
Convention, and Congressman from Arkansas

(Condensed)

I am profoundly grateful for the opportunity of being at this meeting. Now it isn't easy for a Congressman to exhibit humility, but this is one occasion when I honestly and sincerely feel very humble. I know that I am in the presence of men and women who know so much more about the problems of low income farmers and of agriculture generally than I, that I feel in a way it's an act of affrontery for me to take the stage. I probably know more about Baptist doctrine than most of you but it seems to me that that would not be an appropriate subject for me to use tonight.

There has been considerable interest in the fact that a member of Congress was elected a year ago as President of a Baptist body. I think my colleagues were rather pleased--they felt it was gratifying that one isn't necessarily disqualified for religious service by reason of his membership in the Congress.

We speak tonight, of course, from the viewpoint of the churchman. Unlike any other institution--for the consolidation of schools has made what I am about to say untrue of our education system--the churches are still everywhere. They are at the crossroad. They are rendering, if a meager service--and tragically too often it is meager--they are rendering their service in the far away places of our beloved land. The remotest place still has some type of church service.

It is not an adequate service at present. It is not the full and comprehensive, rounded out, religious program that we believe the people ought to have, but the church is everywhere, and it is the historic tie to the past. It is the greatest asset of our region.

There is a certain symbolism tonight in the presence of my beloved friend Monsignor Ligutti, for he represents another faith. One of the finest messages that I received when I was elected President of the Southern Baptist Convention was from this great Catholic, the adviser to Pope Pius on rural affairs. And he and I come together entertaining differences, of course. Our differences in doctrine and theology are profound. I do not discount them. I do not minimize them, but with those differences we meet with a common devotion, common faith, and with a sense of dedication to the interests that engage you tonight. You seek to lay stronger economic foundations for a good society, for the good life that has not only foundations in a material well-being--that has a sense of direction--that has a spiritual quality which is most important of all.

And so tonight, if we can do nothing else we should add this emphasis, this insistence that we must distinguish our life by an appreciation of spiritual qualities. As we undertake, appropriately and justifiably, to improve the physical well-being of people, it seems to me that the emphasis is a good one and that it is appropriate for the program makers to plan a discussion of this profoundly significant force.

I had occasion recently to evaluate it, because I made a trip to Russia--for four days I was in the capital of the Soviet empire. For four days I observed the things that are going on in the heart of the Communist orbit. I saw there things that were in sharp contrast with the way of life which I love, with which we are familiar.

Yet there are lessons for us in some of the examples they are setting for us, at least a challenge in the headway that they are making in certain limited realms of life. And it is good for us to be humbled a bit by the things that the Russians are doing. But if it is true, and I suppose it was a very good appraisal of their way of life, that they are expert in what Bishop Dana Dawson called "efficient materialism"--that was his characterization of the present order in Russia--an "efficient materialism"--can it be said of us that

ours is the way of Christian idealism? For properly interpreted, it seems to me that that has all of the practicality that we might aspire to.

It was interesting to me that the day I was there I learned that a young bureaucrat had been rebuked. He had written a book with a very fascinating title. I wondered what the history of the use of that title might be. His book was Not By Bread Alone. Apparently the rulers of the Soviet Government decided that this was not the emphasis that they wanted, that this had certain implications that they could not tolerate. And the book is not on the shelves any more, according to my information, at any rate.

Now there is a lesson for us to this extent--that while there is a great compliment to the Christian way of life in this phrase that came out of Christian literature "Not By Bread Alone"--while there is a compliment here, there is also to some extent an alerting of our interests so that we might not renounce the other idea that bread is not to be one of our interests and that we are to operate solely and exclusively with a concern for the spiritual life. For that's contradictory.

Our very concern for man's spiritual welfare, our very concern with his destiny, our very effort to evaluate life, to interpret it in the highest terms, requires this consideration of his admittance to the physical life of his society.

And if any are being squeezed out of society, there are unhappy implications that I know have engaged your thinking in the preliminary sessions.

It is a matter of admitting disadvantaged people to the fullest life, beginning with physical and material things so that they have an awareness of their part in society. This makes it one problem--not two.

So we are not saying as we attack the materialism of the Russians, or of any others, that we are without concern for the material well-being of people. We are interested in all of the people. And it is inevitable, as the chairman indicated, that the inter-relationships of life and the inter-independence of life would come into these discussions, for the world has gotten so small. I know that the people of North Little Rock, for example, are now interested in a village in India because one of the teachers in the exchange program spent six happy weeks with our people. And I know that the correspondence that has been stimulated by that one experience has brought two communities closer together.

We find that, of course, in the economic realm so constantly. I visited the experiment station at Chapingo in Mexico financed by the Rockefeller Foundation, and since Mr. Winthrop Rockefeller is one of my most prominent constituents I developed a special interest in what the family is doing. I have learned something of the origin of the Rockefeller interest in the people of Africa and of India. And when in one of our committee investigations (the Select Committee to Investigate Tax-exempt Foundations), the question was raised as to why the American government should be so generous as to provide tax exemptions for the advancement of the well-being of the people of Africa. The Rockefeller representative had a good answer. "Two reasons," he said.



"One is that the fortune, some of it, was provided, was built by their contributions and it is only right that a share of it should be returned to them. We derive wealth from other areas in the world."

"But," he said, if we were only interested in the people of the United States, we would concern ourselves with what is going on in India, and in Africa and in Latin America."

And, of course, this is true. It's one of the evident things now. I feel apologetic referring to it, except in agriculture it has it's most prominent expression, for in Chapingo I saw them producing some disease-resistant strains of wheat and of other grains that were very valuable in the western part of our country.

And I found in a single year my government expending 41 million dollars to stamp out foot-and-mouth disease in Mexico. It was wisely spent because our own cattle producers had an interest in ridding Mexico of that disease. Our lives have become so related that what affected them so drastically also affected us, of course.

Just as it is in the production of cattle and in dealing with cattle--so it is in human values--because now the migrants come in larger numbers to help us with our crops. And they are part of the total picture.

But we often speak as nationalists, and as provincials in these great problems that have global dimensions, and they'll be solved only as we bring our people into these larger levels of thinking and to the full awareness of the fact that our world has become so small, and so interrelated and interlocked that our people must be concerned with the lives of people in remote places in the world.

Now there is a religious aspect to this. The farmer in Hector, Ark., has a right to know something about the rest of the world. And unless we meet this educational challenge to acquaint him with the inter-relatedness of which I speak, we are failing in our duty to him. For that in itself, that knowledge of the universal qualities in life and the universal nature of our Christian faith, that of itself has a value, and unless his educational processes equip him with that knowledge his life becomes narrow and he is deprived of something that is beneficial to him.

I am simply trying to say tonight that we see the contribution of religion as providing life's direction as we point to the destiny of the human family and the oneness of human life, and we see also the contribution of discipline, for religion supplies discipline. As a student of politics I regard it as a tragedy to find people poorly equipped for participation in these democratic processes. We attribute it to an inherent lack of capacity when actually it is partly because we have failed to give them greater advantages.

Nevertheless in terms of political results there is a sadness about it. For unless they are so equipped they cannot make the wise decisions that are needed in this dangerous period.

I conclude therefore, as I began, with a reference to the fact that our world's life is one of peril, one of great challenge, one of interdependence. It is a period in which changes are so profound that there are breathtaking potentialities. But unless we approach these problems with an appreciation of human values and an acceptance of the spiritual foundation for all life, we will be postponing solutions. Let us hold to a firm faith in the triumph of these spirited forces.

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Rt. Rev. Msgr. Luigi G. Ligutti, Executive Director,  
National Catholic Rural Life Conference

My presentation will consist of three parts:

- I. Does the church have a role in the general economic-social order?
  - a. Does it have a right to a role?
  - b. Does it have an obligation to use it?
  - c. What is the extent of its role?
- II. What should be the church's role in this specific social-economic enterprise, the Rural Development Program?
- III. A short related appendix on present needs and problems.

I. a. The right to play a role:

I shall use the Thomistic method of approach:

It seems: It is the opinion of some that business is business; that the church belongs within its walls (in the sacristy); that to save souls is the church's business; that economic and social human affairs are not within its intended sphere of action.

On the contrary: Man is made up of body and soul, created to God's image and likeness. Man is an integral being (family and organized society are also integral). Segmentation of man, family, and society is impossible. (No church can take care of pure souls only.) Man is a spiritual-material unit. The most intimate inseparable relationship exists so that death is said to consist of the separation of soul and body.

Christ preached the Sermon on the Mount, and only a short distance away He, mindful of material needs, multiplied the loaves and fishes. Some of His followers had said to Him, "This is a desert place--we have nothing to eat. Send the people away. Let them forage for themselves." Christ was interested in the integral man.

From the example of its Master and from the nature of man, family and society, the church does possess a right to take an interest and to play a role in the economic and social order.

b. Obligation of the church.

The purpose of the church is to help man achieve and lead a good life here on earth and thus prepare for an eternal good life. The good life on earth possesses both material and spiritual attributes. Therefore, it is evident that the church has an obligation to take an interest and play a role in the social-economic order.

c. The question is how comprehensive and how extensive are this right and this duty.

There is a measure in all things. Neither too much nor too little should be the rule of action. The state possesses rights and duties. Man has the right to organize on an independent basis to foster and protect his own interests. I believe that the church has the right and duty to state principles which are in accord with Christ's teachings, example, and the age-long traditions of the church. The church has also a duty to examine the material side of the social-economic order and see if it comes up to the standard of the principles. By way of illustration I'll enunciate some principles and use them as a measuring stick for certain economic practices or advocacies.

Principle: All men possess intelligence and free will and are brothers by creation, redemption and destiny.

Application: Human slavery, direct or indirect, is morally wrong. Freezing of economic-social status, lack of opportunity are also wrong.

Principle: All the material goods in this world were created by God for man, so as to enable him to develop fully his personality, establish and maintain a family, be a useful member of society, lead a good life here on earth and attain an eternal good life hereafter.

Application: Land monopoly, unjust land tenure traditions, perpetuation of proletarian status; living, housing, educational conditions not within at least a striking distance of what modern progress has made available would be against the above stated principle. (Not necessarily a flush toilet in every home, but certainly at least a sanitary toilet should be available to the family.)

Principle: The good earth is the greatest material gift of God to man. It must be used properly so as to hand it down to future generations richer than we received it.

Application: Soil and water conservation practices increasing fertility of soil are duties in conscience. Exploiting forestry resources without replenishing them is morally wrong.



Principle: There are many hidden resources still unknown to man, e.g. primary or juvenile water, that would make possible greater production.

Application: Our scientists and our universities should investigate and be open minded even if some financial interests might be temporarily hurt.

Principle: Agricultural production is the farmer's contribution to society.

Application: A farmer has a duty to produce quantity and quality as society needs it.

Principle: A producer has a right to receive a just price, and a consumer has a right to purchase the primary necessities of life at a just price.

Application: To deviate from the doctrine of a just price for either producer or consumer is not in accord with Christian morality.

Principle: A laborer is worthy of his hire, i.e. a living wage is his due, and the worker is bound in conscience to do an honest day's work for an honest day's wage.

Application: To force an unjust wage out of an employer, to soldier on the job, to sabotage production are morally wrong. To consider and treat human labor as a commodity is morally wrong.

I do not desire to go on and on with the stating of principles and making applications. The ones I have made should be sufficient as an illustration of what is meant by my original statement.

The church has a role. It has an obligation to use it. The extent of this role in the field of action is to be judged in accordance with the tenets of plain horse sense and the golden rule.

II. And now to the second part of my presentation: What should be the church's role in this social-economic enterprise called the Rural Development Program?

- a. Know what it is, the intention and purposes and workings.
- b. Assist in formulating policy at the top and implementation at the grass roots.
- c. Point out its failings in a constructive fashion. Defend it when attacked unjustly.

III. By way of appendix:

- a. A little gentle and charitable criticism of some who would pretend to solve all the agricultural problems by one clean sweep, i.e. remove the 1,225,000 "inefficient" farmers.

The barber of Seville was approached by a churlish fellow who had an ailing proboscis. Said Seville's factotum, "Cut off the nose!" Simple as all that!

I would like to ask--what do these "barbers of Seville" propose to do with the "inefficient" farm families once they get them out of agriculture?

- b. Who is responsible for the surplus production, if that is to be called a curse? The 1,225,000 inefficient farmers or the 583,000 super-efficient operators?

To get rid of the poorer farmers and expect a diminution of the surplus is like throwing out the piccolo player from an orchestra full of base drums, bassoons and violas. It won't decrease the noise at all.

- c. I have a suggestion for the ones who want the low income farmers out of agriculture. Start with the real low income group in agriculture, the farmers who are farm hands, the migrants, the "okies" and "arkies," the "grapes of wrath" people. After you have cured that evil, begin working on share croppers and marginal farmers.
- d. The Rural Development Program is based upon a very sound social and economic principle. Let's help make better farmers out of people who, because of one reason or another, have been held back. That means let's teach them and help them develop their personality and use God's gifts more efficiently and increase their usefulness to society.

In so doing, however, let us beware of seeking to accomplish the impossible or kidding ourselves into believing that material assistance can solve every problem.

- e. The submarginal farmer may be inefficient, wasteful, lazy and good-for-nothing. Moving him into industry won't change him. It will multiply his problems and those of his family. Let's try to do a job a little at a time.

We must also recognize that some awfully poor farmers have produced some wonderful families. Ability to make money is not the only or the chief measuring stick of success. And just to have money does not mean that the good life either here or hereafter has been achieved. Real richness is on the inside of us.

#### A final plea:

- 1. There is a danger facing the farm family in the lower one half of the middle income group. Society, the government, the church and the farmers themselves should analyze the situation, study the problem and find a solution. This is more than the Rural Development Program was created for, but it presents an urgent need.

2. A word of warning to legislators and administrators: There is a difference between equality and identity. If a man has only two slices of bread and another man has two loaves, you would treat them identically by taking one slice from one man and one loaf from the other. But that would not be giving them equal treatment. Apply this to acreage reduction, even on a percentage basis, and see what you come up with.
3. The highest scientific achievement in production and material efficiency is possible in the whole field of human endeavor (agricultural, industrial, commercial) when sound and fundamental principles are lived up to; when man is treated as an integrated being made up of body and soul; when the good of the family is safeguarded; when organized society is considered as a means and not an end.

The principles of Christianity and democracy, accepted in most cases even by non-Christian people, will lead the world to the dawn of a better day.

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Dr. Richard O. Comfort, Executive Director, Department  
of Town and Country Church, National Council of the  
Churches of Christ in the United States

(Condensed)

Mr. Chairman, it is a great privilege to share with my distinguished colleagues and friends in the discussion of this important topic.

The rest of the world is saying to those of us in the United States, "Why don't you practice what you preach?" We are helping to lift the level of living around the world through the United Nations, the International Cooperation Administration, and many other agencies. Our help is appreciated, and we probably should be doing more than we are at present. However, money and technical assistance are not enough. The people of the world are looking for an example of how we help to lift the living standards of our own people. They are interested as well in the moral and spiritual basis of these assistance programs.

A year ago I had a most interesting conversation in a home in Lahore, the capital of West Pakistan. Gathered in this home were Muslim and Christian people who were discussing the impact of the technical assistance program on the lives of the people in that young country. They appreciated the fact that village life was undergoing a quiet, but quite rapid revolution. They were wondering what was happening to the moral and religious life of that people while they were being provided with the tools and the techniques for improving their levels of living. They asked themselves such questions as these:

"Will the result of all this technical assistance mean that our people will become secularists, forgetting their dependence upon God, and coming to depend upon themselves alone? Does it mean that we will become materialistic and forget our moral and spiritual purposes in life? We know that our people



need these things, and should have them, but we also know that if they substitute the material goals for the spiritual goals we will not have solved our basic problems."

I was happy to be able to tell them about our Rural Development Program, and how it is trying to help the low income people of our country to help themselves by coordinating the tremendous resources of our public and private agencies.

I pointed out that at the very beginning of the program we realized that as we met the economic, health, educational and vocational needs of people we must also meet their moral and spiritual needs.

I pointed out that the churches and religious organizations of this country had been invited to have members of the State and county committees along with representatives of other agencies that they might make their contribution to the total program.

I would remind all of us that the success or failure of the Rural Development Program is being watched with great interest, not only by many people in this country but by people throughout the world. If we fail to have the imagination and courage to carry out the high hopes and aims of this program, we will be failing the people of the world who are looking to us for leadership in meeting the needs of the low-income people of our time.

Jesus talked about a gospel for all of life. The Christian faith is concerned with economics, health, welfare, education, the living conditions of people, their relationships with their fellow man and God. As people came to speak with Jesus, they went away changed. The lame and sick were healed, the blind recovered their sight, and the spiritually lost received a new sense of direction and purpose for their lives. Jesus realized that man is a spiritual being. He knew that man needed bread to live, and he fed the hungry. But he also knew that man does not live by bread alone.

I am sure that if He were living in our time, He would say that if we are to really help people, we must help them have the correct relationships with their fellow man which must be based upon their right relationships with God. The relationships that Jesus had with His fellow men were based upon His relationship with God. He could understand and be sympathetic with His friends because they were children of God. He could forgive and love His enemies because they were also children of God. He could and did pray for those who nailed Him to the Cross because He realized that they did not know what they were doing.

As Christians we are interested in the needs and welfare of our fellow men throughout the world not because they are white, black, brown or yellow; not because they are rich or poor; not because they can help us defend ourselves against our enemies or can help us in some other way. As Christians we are interested in others because they, with us, are children of a common Heavenly Father. As such, they have the same rights and privileges that we have. Our task is to distribute the goods that God has given to us in such a way that all of His children may have their needs met.

The Rural Development Program is a uniquely American group dynamics approach, involving the basic institutions of American society--church--school--government--private industry. It focuses our attention upon a situation that should not exist in our country, a condition that condemns us in the sight of our world today. We do well to confess our sin, and get busy to remedy these conditions.

The very fact that we have a Rural Development Program indicates that we have failed to coordinate our agencies and failed to meet the needs of low income people through our various programs. We are not Christian in our treatment and consideration of these people who are our fellow citizens and fellow Christians. Our talk about our Christian and democratic way of life seems like a noisy gong or a clanging cymbal to many in our own land and around the world. We do not need more resolutions, nor do we need more recommendations. We have more of these than we can now carry out.

When Under Secretary of Agriculture True D. Morse invited the National Council of Churches, through the Department of Town and Country Church, to cooperate with the Rural Development Program, we were very happy to accept the invitation. The National Council of Churches and the various Councils which merged in 1950 to constitute it have long been interested in ways of meeting the needs of low income people. In addition to pastors, there are many people supported by the Home Missions Boards of the various denominations who are giving full time to this work. To supplement this staff two persons are giving a major part of their time to working with the Rural Development Program. In 1956 Mr. Eugene Cox, of Memphis, Tenn., came to our staff and has been discovering ways in which the churches are cooperating with the program. More recently the Rev. V. A. Edwards, who is on our staff and the staff of Tuskegee Institute, Tuskegee, Ala., has been working with the program to help it meet the needs of the large number of needy Negro people in our beloved Southland. Thus far, in our work with the program we have found that churches are cooperating in it in the following ways:

A. Pastors are preaching about it in their pulpits. This program has been the basis of some wonderful sermons about the unity of life, cooperation and working with others, concern for those less fortunate and helping people to help themselves. The teachings of the Prophets of the Old Testament and the sayings and actions of Jesus are full of texts that help ministers think through and interpret to their people the meaning and significance of the Rural Development idea.

B. In their pastoral work the minister can and does talk about the relationship of the church and the program. Often a few words with a member of a Rural Development committee can help him understand how he can serve the church and God through this program.

C. In working with 4-H Clubs, Boy and Girl Scouts, F. F. A. groups and other youth groups, the minister can interest them in the idea and encourage them to involve persons of a lower income level in their own programs. New clubs and scout troops may be started as a part of the program to help meet the needs of young people who have been neglected.

D. On special Sundays, such as Rural Life Sunday, attention can be called to the purpose of the Rural Development Program, and the importance of cooperating with other churches and agencies to make it successful. A word of encouragement often goes a long way. If the church is behind the program and helps guide its direction, it will usually succeed. We have found that laymen sometimes have to give the pastor a little education and urging to get him behind the program.

E. The Church can often help by being constructively critical of the program as it develops. No two counties are the same, and no two county programs should be the same. It has been the purpose of the church from the beginning of the Rural Development Program to help with the formulation of its basic philosophy and to participate at all levels of functioning so that it will realize its original purpose of meeting the needs of low income families. Unity of purpose, coordination of resources and work are the key words in the Rural Development Program.

As the churches respond to this challenge, there are several things that they are doing:

1. As we look at the churches in our country we recognize that they are made of pastors and laymen. The laymen and laywomen far outnumber the pastors. When we speak of the church we are referring not only to the pastors, but also to the lay people.

It would be safe to guess that all of us here tonight are members of one of our many churches or synagogues. There is enough variety in our churches so that no one has a good excuse for not belonging to and supporting one of the churches in the community in which he lives.

The job of relating the churches to the Rural Development Program is really a job for the lay people in the church. This work cannot and must not be left entirely to the ministers alone. Anyone who has any relationship to the Rural Development Program at any level and who is a church member has a responsibility of relating the church to this important program.

No minister can do what the chairman of a State Rural Development committee can do in seeing to it that the influence, interest and concern of the churches is a part of the whole program. As the chairman of the committee, it is his duty to see that the churches are officially represented on the committee by either a pastor or a lay person. The chairman of the county committees should likewise see that the moral and spiritual needs of people are met as this program works in the county.

Members of the national, State, and county committees who are church members should all realize that it is their responsibility to see to it that the churches are a significant part of the Rural Development Program at all levels.

2. Not only must the laymen in the church be interested in the program, but the pastors must also know about it and work with it for they can give guidance, direction, and inspiration to it. They can help see that all people



are included in it, rather than have it meet the needs of only selected groups. It is easy to have the program work with only one group in a county such as the white group or the Negro people. It is sometimes easier for the program to work with those who are not the most needy in the county. The genius of the Rural Development Program is that it concentrates attention upon those who are the most needy in the county--for these persons have often been overlooked by both the public and private agencies in their on-going work.

Cooperation with the program should become a regular part of the work of the church. Church members who are on the various committees should keep the whole church membership informed about the program, and how they can help in it.

3. The churches have widespread contact and influence with the people of the communities across our country. They can give the necessary sanction and support to a program designed to raise standards of living. Usually, the farm and home leaders are also active church members and leaders. Religious attitudes of service, concern for others and sacrifice are basic to the success of this program. Without this kind of motivation the program will fail.

The churches realize that it is important for people to have a sound economic basis of life if they want to support social institutions such as churches and schools. There is a very close relationship between the soil upon which a man lives, and how he uses it, and his own life or soul. Soil erosion tends to go along with soul erosion. Poor health, poor schools, and poor churches all go together.

A church that has a well-balanced program is in a position to cooperate with many aspects of the Rural Development Program. A church that has services only once or twice a month, an absentee pastor and only a missionary society and perhaps a Sunday school, may find it difficult to relate its work to that of Rural Development.

We are all aware that long before the Rural Development Program existed the churches were interested in the needs of low income people. Several years ago in Monroe County, Ohio, some of the pastors and church members began to think about doing a better job of coordinating their efforts to meet the needs of the people in their county. They studied the needs of the county and had several meetings to discuss them. They received help and inspiration from leaders at Ohio State University, who acted as resource people. The Town and Country Department of the Ohio Council of Churches was interested and helpful in the program. By the time the Rural Development Program came along the people in the county were well on the way toward a coordinated county program. Monroe County was selected as one of the pilot counties, and a significant job has been done there since 1956. Thus, the churches in some instances have been the group to begin a program of Rural Development.

Indicative of the interest that the National Council of churches has had in low income families is a study made by the Bureau of Research and Survey of the National Council. In 1955, a study of low income families in two southern counties was made. This study not only gathered facts and figures, but

also used the case study approach and secured interviews from many families, gathering many important attitudes and values of low income people as related to their way of living.

The Rural Development Program is a person and a family-centered program. One of the great dangers is that it will get so busy coordinating programs and agencies that it will lose sight of the low income person or family that it is supposed to be helping. Designed as a self-help program, it may find that one of its major problems is that the people who are supposed to want to help themselves in fact do not want either to help themselves or to be helped.

As an old North Carolina mountaineer friend used to say to me as he rocked in his chair on the front porch of his mountain cabin, "Brother Comfort, I am getting along just fine. I set here and watch the world go by. I don't get any ulcers worrying. I just sit here and enjoy life while you fellers wear yourselves out trying to help other people all the time." This man was quite happy--but his sons and daughters were not happy with his way of life. Through this program we can help these people who desire a more complete life realize their aspirations.

This program should help all of our people to enjoy and understand our American way of life. We have in our country children of migrant parents who do not understand the American way of life because they have never shared in it. They have had practically no formal school work. Their health is such that often they cannot enjoy life or take advantage of its opportunities. Their religious life has often been neglected. Their housing conditions are too often below minimum housing standards. They may be white, they may be Negro, they may be Spanish-speaking. They are usually American citizens, and they usually come from low income areas. They are persons whose needs must be met through the Rural Development Program's implementation of its stated policy.

The spirit of this Program is as important as its methods. We cannot get by with blaming the people themselves for the condition in which they find themselves. All of our agencies and organizations have a responsibility to help them change their way of life. Rarely have I talked with a person who was happy because of his limited income.

We must never forget that the goal of our work together in the Rural Development Program is to have a well balanced person or family who has an adequate income, a sound education, good health, a vital spiritual faith, a sense of belonging to and participating in his local community, county, State, nation and the world. When we start getting this kind of a result we shall know that our efforts have not been in vain.

We all know that it takes a long time to produce results. We shall have to work by faith for many years to see the ultimate end of our work. Faith, time and work will give us the harvest that we seek.

Some 20 years ago, in the Cumberland Mountains of this good State, a young man named Gene Smathers went to a small, low income community to serve the church. He had in his heart and soul the Rural Development Idea.

He believed that as a Christian minister it was his privilege to be interested in and concerned for the total life of the people of the community. Through the years this idea has resulted in a wonderful program. A cooperative was started to help young people buy land and own machinery. A house of health was established to meet the physical needs of people. The county agent was invited to help the people understand better methods of farming. Electricity was brought to the community. A recreation program for the people was developed. The school was improved. The roads were improved. Behind and basic is a strong and well-balanced church program.

The Rural Development Program is a great experiment. Can we unite the tremendous resources of our great country to help all of the people living in low income areas find a better way of life? I would remind you that our Lord Jesus declared to the people of his home town, the village of Nazareth, as he began his ministry,

"The Spirit of the Lord is upon me, because he has anointed me to preach good news to the poor. He has sent me to proclaim release to the captives and recovery of sight to the blind, to set at liberty those who are oppressed, to proclaim the acceptable year of the Lord."

Let us go and do likewise!

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Morning Session, June 17

Statement by

Millard Cass, Deputy Under Secretary, U. S. Department  
of Labor, Presiding\*

The Department of Labor is happy to participate in the Rural Development Program because of its importance to the nation and because of its close relationship to the work of the department.

Secretary Mitchell has been calling to the attention of the people of the nation our future manpower needs. Our nation has traditionally had manpower shortages. We have also been a nation of growth. If we are to maintain our growth, we must make a strong effort to assure increased development and improved utilization of our manpower resources.

In the rural areas of our nation there is a reservoir of manpower potential that must be developed for its own sake and for the sake of the nation. We cannot afford to waste the skills of our people. We cannot afford to have the rural youth of America left behind in the forward march of our people to the better life we seek.

There is a great need for us to train better and utilize more effectively our priceless human resources. By 1965, we will need 74 million workers--and they will have to have more skills to meet the increasing complexity caused by technological developments.

The community employment program, which operates through our affiliated State employment offices, urges local employment offices to work with community groups in the development of programs to strengthen and diversify the economic base and provide job opportunities. Our major contribution in this area is to determine the occupational characteristics of the work force and its training potential to do a variety of jobs. One of the major factors in economic development is complete knowledge of the human resources in the area.

The headquarters of the U. S. Chamber of Commerce are housed in a building in Washington on the site of Daniel Webster's home. Around the frieze of the courtyard of the building are carved these inspiring words of Webster's which I believe apply to the task before us:

"Let us develop the resources of our land, call forth its powers, build up its institutions, promote all its great interests, and see whether we also, in our day and generation, may not perform something worthy to be remembered."

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\*Mr. Cass substituted for Under Secretary of Labor James T. O'Connell, who was detained in Washington.

Some Experiences of FAO's Member Nations  
in Rural Development

B. R. Sen, Director-General, Food and Agriculture  
Organization of the United Nations

Mr. Chairman, Ladies and Gentlemen:

I am delighted to have this opportunity of participating in your Rural Development conference. I must confess to you, however, that when I first received Secretary Morse's kind invitation, I had some doubts whether I should accept. I was certain that I personally would benefit greatly from hearing your progress reports and from your discussions of the future of your program. I was certain, too, that my participation would be helpful to me in my responsibility of directing the work of FAO--especially since we are seriously endeavoring to place greater emphasis upon the rural welfare aspects of our work.

But I had some doubts as to the applicability of our experiences to the subjects you are considering. My misgivings probably arose from the fact that we in FAO have had to focus a great part of our attention upon the enormous task of helping the so-called "underdeveloped" countries in their Rural Development efforts. This, I fear, has caused us to overlook the possibilities that some of the knowledge and experience we have gained from our work in these countries may have some real value to you in the United States in your Rural Development Program.

Before the war, we in India, like many of the other Asian countries, used the term "Rural Reconstruction" to characterize programs having objectives very similar to those of your Rural Development Program. More recently, these organized self-help efforts in rural areas have been given further stimulus through programs now called community development. Although your program may differ in content and organization from the rural reconstruction programs of the pre-war years or the community development programs of today, they all have much in common. They all have one very important feature in common, namely, they all deal with the fulfillment of the fundamental desires of people and with the complex motivating forces which lead them to take individual and collective actions towards a more satisfying way of life. These human elements form the basis for the profitable interchange of knowledge and experience between the less developed and the highly developed countries.

It is with this thought in mind that I decided to accept Mr. Morse's invitation and to tell you of some of the things that we in FAO have learned about Rural Development in other lands, particularly those which we believe may have some application to your own program.

My first observation pertains to the matter of failures in Rural Development schemes. Not that I am judging your program, but because our analysis in other countries has revealed some of the more vulnerable features of such programs which you may be interested to know.

Although it is usually difficult or impossible to identify the particular cause or causes of failure of a village development scheme, there is considerable evidence that the three most frequent causes are:

- (a) failure to develop real community interest and responsibility for the program;
- (b) inability to effectively coordinate the services and other resources of the several specialized ministries so that they could be focused upon the kinds of improvement and development projects which the villagers themselves had selected;
- (c) unwise selection of the initial project or projects undertaken.

You in the United States have frequently stressed the importance of local leadership as a vital element of any Rural Development Program. Undoubtedly many of the causes of failure which I have just outlined are closely linked with inadequate local leadership. Many of these obstacles to Rural Development could have been overcome with the right kind of leadership. We must, therefore, list the failure to discover or strengthen local leadership as one of the primary contributing factors to most failures of community development schemes.

Turning now to the more positive considerations, we have learned that the initial goals or projects selected should be of the type that lend themselves to reasonably attainable results and that these first results should be tangible and should help fulfill a general "felt need" of the community. This principle is basically sound, but in our experience it also has dangers if overstressed or misapplied. One of the dangers is that by following this principle too strictly, Rural Development Programs may become simply a series of short-term, isolated, piecemeal projects which are never tied together into an integrated program for the whole community. When this happens, much of the self-generating incentives for accelerated community progress are lost.

Your program as conceived and organized draws upon a wide range of talents and resources in agriculture, commerce, business, banking, education, health, etc. This broad-gauged approach is essential in helping rural communities achieve what has sometimes been called "balanced development." To achieve balanced development, however, frequently requires the simultaneous attack on a number of rural problems. This introduces complications into a Rural Development plan. It increases the danger that the first project goals will not be achieved within a reasonable time and that the initiative and resources expended on the program will have been dissipated before the activity has created the necessary psychological foundation for self-generation and growth.

Fear of getting "bogged down" in a balanced development approach frequently leads to mistakes in the other extreme. The mistake of selecting one or two over-simplified projects which fail to produce results of sufficiently great impact upon the community to stimulate it toward further actions. In other words, the early efforts were not of sufficient magnitude and scope to create the real environmental bases for introduction of the later stages involving a more balanced Rural Development approach.



I have noted from the reports available to FAO that some of your pilot counties are achieving early successes in establishing a number of different kinds of projects such as woodlot demonstrations, reforestation, improvement of domestic water supply, animal and crop improvement, industrial training, etc. These projects, I am sure, are all worthwhile, but the question that must be kept in the forefront is when and how should these first projects be supplemented with other activities or projects which are needed in the area to achieve a well-rounded multiple approach toward Rural Development.

Another thing that we have observed in FAO is that one cannot judge whether a Rural Development undertaking in a particular village has really been established on a sound and lasting basis by the first results achieved. Sometimes these first concrete results have been achieved through shortcut procedures and processes which failed to stimulate the community to the extent that it adopts a philosophy and an air of progress, which in turn serves to strengthen its local initiative, its cooperative spirit and its appreciation of the self-help principles.

I previously mentioned the importance of good local leadership and I realize that I need not dwell on this subject here today since you in the United States, through your agricultural extension work and other public services, have been developing local leadership as an integral part of your programs for a long, long time. Your farmers' organizations, your churches and your various citizens' groups contribute greatly to this process. There is, however, one facet of the leadership problem which has particular significance in programs of integrated Rural Development which I should like to mention.

Frequently we find that the leadership which has grown up under specialized programs such as livestock improvement associations, cooperative credit societies, and others of this type, does not always provide the best leaders for broader-gauged community development efforts. The problem seems to be that oftentimes these "leaders" are so engrossed in their special interests that they tend to take too narrow a view of the development possibilities of the community. They often fail to think in terms of integrated and balanced community development and lack the imagination necessary to appreciate the benefits to be derived from taking this broader approach to development. I might add that we have noted the same tendencies on the part of some of our own technical personnel assigned to Rural Development Programs. A person who has served as a specialist for a long time frequently finds it difficult to broaden this vision enough for community development service.

Here in the United States, you are combining the resources of a number of autonomous departments of the Federal government with a considerable number of similar autonomous State organizations, private enterprise and various types of citizens' organizations. You have created development committees to perform the necessary leadership and coordinating functions and to assure that all of these services are used fully toward the common program of the area. We are interested to learn whether you are finding that your committee arrangements give you the necessary local leadership, especially during the action phases of your program. Committees are most useful in the planning and educational phases of Rural Development processes. But do they function as effectively in the stages of promoting and guiding community action?

Our member governments are learning also which particular qualities of rural leadership are of greater importance. They are discovering that the best sources of real and lasting leadership are frequently difficult to identify and often the self-professed "leaders" are only interested and effective as long as the Rural Development effort gives them an opportunity to pursue their own limited personal objectives.

Another thing that we have learned is that in nearly every rural community, and especially those which may be termed marginal agricultural areas, there exists a host of outside influences or obstacles which need to be overcome or met before the community itself may achieve any significant measure of economic and social advancement. One of the very dominating forces concerns the whole system of land tenure.

We have noted that there is a high degree of correlation in some countries between the areas of poverty and the systems of land tenure. In areas where absentee "landlordism" is a common practice, it is most difficult if not impossible for the community itself to bring about necessary land reform. You know all too well in cases where a farmer's holding is too small, or the terms of his tenancy take away the major share of his crops, or where he is uncertain that he will be permitted to remain on his land next year, it is extremely difficult to introduce and develop a successful Rural Development scheme. One or more of the basic incentives are lacking as far as the individual is concerned. This is why such countries as Italy, Egypt, India and many others have found it necessary to adopt and carry out rather far-reaching land reform measures--measures which must have public sanction but also measures which are consistent with the principles of good land management.

FAO is being called upon more and more to assist governments in this field of work. In mentioning certain systems of land tenure as one of the obstacles to Rural Development which must be coped with first, or at least in the early stages of any community development program, I am aware of the measures which have been taken here in the United States, even before the last World War, to bring about improvements in land ownership, better tenure contracts, etc. In recent years, however, we from the outside have heard little concerning your current programs in this field. Perhaps your earlier efforts have already eliminated this obstacle to your Rural Development efforts. I have noted, however, from a recent publication that in some of your States, a significant proportion of your farms are still operated by non-owners. This leads me to wonder whether the so-called "land tenure problem" may not be one of the hidden elements in your program which might require some special attention by the appropriate organs of your government. Our observations in FAO are making us realize more and more that the problems of land tenure frequently are the most serious and the most difficult obstacle to be overcome in economic development.

A number of countries are discovering that many of their normal agricultural services administered by their central and provincial governments do not lend themselves to the particular needs and conditions which may exist in those areas of a country which have the least productive resources--the areas of low income and the poorest opportunities for gainful employment.



For example, I am reminded of one country which has embarked upon a modest but fairly successful crop insurance program. Unfortunately, however, this program, which has been designed to have universal application within the country, does not benefit certain of the least developed areas of the country. This is because the legal, administrative and operating requirements of the program do not permit the necessary operating flexibility to enable the peasants in these poorer areas, who need the program most, to benefit from it.

We have observed other cases where much-needed public health services are not available to the very low income communities or villages because they could not raise the necessary local matching funds required by law and administrative practice.

In the United States you have such a wealth of public services and such a wide variety of measures for assisting the American family that we have generally assumed that every rural community has ample opportunities to draw upon this wealth of public assistance. In view of the experiences of other countries we wonder, however, if these various public programs have as much real meaning as they could and should have in your Rural Development efforts in particular low income areas. Do legislative and administrative rigidities make it impossible to adapt some of your services to the real needs of the poorer agricultural areas? Perhaps further attention needs to be given to this matter in all countries, and especially in countries where public assistance programs for rural families are based upon national legislation--legislation which of necessity must be highly generalized and designed for universal application within the country. I am wondering whether, in the interest of your Rural Development Program, your public administrators are using to the fullest extent possible their ability to introduce administrative flexibility into such national programs in order that they may better fit the differences in needs and opportunities that exist.

I realize that upon first thought the prospects of introducing geographic or other types of flexibility into national programs seems to pose a host of insurmountable policy and administrative questions. I personally believe, however, that the difficulties are not as great as they may seem. Certainly the public servant stationed in a Rural Development pilot project area could be given at least somewhat greater latitude for adapting the program he is administering to the particular conditions of his area and to the objectives of the community's development plans.

I should like to mention that we in FAO have learned some very important lessons from the various types of Rural Development Programs around the world which are proving of great value to us in planning and directing our own activities. I noted at the beginning that the human element is one of the key factors in the success or failure of any Rural Development Program. Many of us in FAO have assumed that it should not be necessary to remind the members of the FAO staff of this fact, especially since our constitution specifically provides that the ultimate objective of FAO is to improve the living conditions of rural populations and thereby contribute to the welfare of mankind. Nonetheless, we have learned from our participation in Rural Development work that it is necessary to remind ourselves frequently of this objective of our work. We find it so easy to lose sight of this ultimate goal, especially when



we are concentrating our efforts on difficult technical and economic problems. You will be interested to know that we are now making a serious effort to introduce into our program planning and into our program-evaluation processes certain new procedures and measures specifically designed to help us keep our eyes on this objective--to help remind us to plan and justify our activities in relation to the welfare of people.

I should like to assure you and all of the many organizations and individuals who are taking an active part in your Rural Development Program that we in FAO are most interested in your work and extend to you our best wishes for success. Not only the staff of FAO but each of the other 76 member governments of FAO are interested in observing how you in the United States are approaching the problems of the low income segments of your rural population. The underdeveloped countries, especially, are anxious to know whether economic advancement under a truly democratic system can be achieved for the benefit of all its peoples, including those who are unfortunate enough to live in areas where the resources of nature and the advantages of location are less bountiful. Certainly if countries like the United States which have a high level of economic activity cannot find practical ways of solving the problems of the low income rural family, then it may become necessary for the peoples of the lesser developed regions of the world to re-evaluate the very foundation of their development plans.

I hope very much that I will have an opportunity in a year or two to sit with you again and listen to your reports of progress and your discussions of the next steps ahead. I will be interested to learn how rapidly your program stimulates greater self-confidence on the part of the low income families and the communities in which they live. I will be interested in the extent to which you are finding ways of making certain projects self-liquidating at the appropriate time, and how you cope with the obstacles outside the control of the rural community. I will be interested to learn whether it has been possible to introduce more flexibility into public programs to make them better fit the needs and conditions of each rural area and many other facets of your work.

Finally, Mr. Chairman, I should like to assure you that the Food and Agriculture Organization will be happy to cooperate with you in whatever way we may be capable in developing this important program. You may find occasions when the ideas and suggestions and perhaps the experiences of FAO and its other member countries may be helpful in your own effort. If so, we will do our best to meet your wishes.

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Banks and Rural Development

Hon. Charles N. Shepardson, Member, Board of Governors,  
Federal Reserve System

(Condensed)

It is a real pleasure to have the privilege of participating in this Rural Development Conference.

In nearly 40 years of Land-Grant College work, I have had many opportunities to participate in various phases of our agricultural development. While it is impossible to pick out any one phase as having made the greatest contribution to agricultural progress, I can think of no previous program so directly oriented toward solving the basic problem of these low income farm families and of the small towns and rural communities that are dependent on them for their existence. Nor can I think of one that holds more promise of success if we can but bring about a realization of the fact that the problem, as a whole, is made up of a series of local community problems, the solution of which depends primarily on local community action.

I shall confine my remarks to the interest and responsibility of the local banker in the financial phase of the program.

In exploring this subject, let me mention at the outset what I consider to be one of the basic causes of the whole problem, namely, a plethora of unutilized or underutilized resources. This includes both land resources and human resources. In either case the missing resources are capital, either investment or operating capital, and enterprise. Where these exist in proper balance, all will be utilized; each complements the other.

Here, let me digress for a moment to make this assertion, which I believe to be true--that the increase in the productivity of human labor, on which all material improvement in our modern standard of living is based, has stemmed from the substitution of capital for human labor. Whether this capital investment has been in the substitution of mechanical power for manpower or in education and research makes little difference; the result has been the same--the development of new and better methods or materials. If we accept this assertion as true, it follows that any improvement in the situation with which we are dealing inevitably involves additional capital in some form, which in turn means that bankers and other financial interests have a vital part to play.

First, let us consider the human resources. It is an inescapable fact that productivity in agriculture has outrun effective demand for agricultural products with the result that for some time we have had a surplus of agricultural labor. This has resulted both in underutilization of farm labor, especially on many of our smaller farms, and in a constant migration from farming to other types of economic activity.

While many are inclined to deplore this latter movement, we should not overlook the fact that without it we could never have achieved our present

level of industrial development. If it still required as big a proportion of our population to produce our basic agricultural requirements for food and clothing as it did 100 or 50 or even 25 years ago, we would not have had the available manpower to produce all of those industrial products and services which constitute such an important part of our present standard of living. No, it is not the transfer from farming to business or industry that we should deplore but rather the migration from the rural environment, which we cherish as the foundation of our American way of life, to the overcrowded and artificial conditions of our cities.

Our major challenge, then, is to provide opportunity for the fuller utilization of these unused human resources. In part, this may be done through more efficient use of our land resources. In the main, however, while this will permit the more efficient use of labor needed on the land, it will inevitably release additional labor to nonfarm activities. This means that, if we would retain these people in the rural environment which they prefer and if we would afford them an opportunity to make their contribution to the upbuilding of their own rural community, we must provide local opportunity for more nonfarm employment--in other words, more rural industrial and trade development that usually accompanies it.

Now let us consider the problem of land resources. Starting with the premise that gross income from present holdings under present methods of utilization is inadequate to provide a reasonable standard of living, the farmer has three alternatives.

He may seek to enlarge his holdings to a size that will permit optimum utilization of his labor and of modern methods and equipment. This will depend on the availability of additional land, on his managerial capacity to operate a larger unit, and on the availability of additional capital or credit.

Second, he may change to a more intensive type of farming, calling for increased utilization of labor per acre of land. This, too, will depend on his managerial ability, also on the suitability of the land for the new enterprise, the availability of a satisfactory market for the new product, and again on the availability of additional capital.

Third, he may turn to a less intensive type of land utilization which will require less human labor and afford more opportunity for off-farm employment.

Failing any of these alternatives, the farmer may retain his homestead, dispose of his farm land to a neighbor who needs to enlarge his own unit, and seek local full-time, non-farm employment. Or, if worst comes to worst, he may even find it advisable to dispose of all of his holdings and seek employment elsewhere. Even this may not be as undesirable as it seems. In this connection, I would like to quote from a newsletter put out by a country banker in Missouri who has done an outstanding job in the rural development of his community.



"In 1910, Ozark County had 12,000 people; today we have around 8,500. In 1910, virtually all but a very small percentage were farmers. Today, a large number are in the tourist and resort business, the automobile business or in many different service trades. Today our most prosperous farmers and stockmen own what was once perhaps half a dozen homesteads, 1910 style. Isn't it better to have ONE FAMILY with a modern home, electric power, a radio and TV set, a deep-freeze, an automobile and a pick-up truck, modern farm machinery, a good bank account, and able to send their children to college-- instead of having half a dozen families making what was called in 1910 "a good living" but what today would be called a bare existence? At any rate, this IS HAPPENING and Ozark County business men must run their affairs in harmony with this trend if they expect to be successful. And--by the way--supplying EXTRA CAPITAL to alert, ambitious business men and farmers so they can meet the challenges of today and take advantage of their opportunities, that is OUR BUSINESS."

In any of the first three alternatives the farmer is sure to need additional credit. In fact, he will probably need three types of credit.

He will need long-term mortgage credit for the acquisition of land, the construction of new buildings or other permanent farm improvements.

He will need the usual short-term credit for operating expenses.

He will need intermediate-term credit for major equipment, breeding livestock, pasture, timber or orchard development and similar major expenditures that cannot reasonably be repaid out of one year's operations.

The first two are well understood and accepted by both borrowers and lenders. Intermediate-term credit is relatively new and not well understood in its application to agriculture although it has been used in business and industry for some time. Its adoption would be no more of a radical or hazardous innovation than were the personal and consumer installment loans long shunned but now eagerly sought by most commercial banks.

While I have mentioned these three types of credit, I would like to suggest a different approach. An efficient farm enterprise today is more than a way of life. It is a business and, compared to earlier days, it is big business. In fact, the average capital requirement per farm today is approximately 4 times what it was less than 20 years ago. In the past, the farmer secured his credit from several sources, including the various financial institutions, private individuals, and merchant credit of all types. Too often this credit has been extended on the basis of available collateral or the individual's credit-worthiness, with little knowledge of his total financial picture, including the repayment potential of his farming operations as a business enterprise.

I would like to think of his credit needs as a package with amounts and terms geared to the needs and earning potential of the enterprise as a whole. This calls for real business and financial planning for which the individual

farmer, and more especially the low income farmer, is often inadequately prepared. Here, then, is a tremendous opportunity and challenge for the country banker to provide the counsel and assistance essential to the working out of an appropriate package program. True, he may not be able to handle the entire requirements through his own bank but he can help to make arrangements for assistance with overlines through his correspondent bank, other financial institutions or local private lenders. He can also assist the farmer in keeping more adequate business and financial records on which to base his plans.

For example, a small State bank in Tennessee, with an unusually effective Rural Development Program, developed a farm record book and a special farm check on which to note the purpose of expenditures. With this information on purpose of expenditure plus information from the farmer as to the farm source of his deposits, the bank provides a journal recap of his financial activities each month. Thus the farmer is encouraged to keep up a record book from which he can derive a more adequate financial statement on which to base his credit requests.

To render this type of credit service, bankers must be in position to know the needs and possibilities of their farm customers. They must know both the current and potential agricultural resources of their community together with the availability or potential for development of new or improved markets if they are to counsel wisely on changes in farm enterprises. They must learn that a good loan business is not just a matter of an office, some loan forms and a bank official to make them out; it requires expense in cultivating good loan customers as a part of the cost of the lending business.

Many banks have established agricultural departments, staffed with competent, agriculturally-trained men. Unfortunately, many others have not yet recognized the need for this service. In fact, some banks seem to have overlooked one of the principal functions of commercial banking. Certainly, one function is to provide a safe repository and a checking service for their customers. The other and more important function, it seems to me, is to marshal temporarily idle funds of depositors and use them to provide the credit needs of the community. In other words, banks are in the business of selling credit.

For several years we have had a seller's market where sellers could be passive in the acceptance of orders for either goods or services. Today we are in a buyer's market and the need in all phases of our economy is for a constructive and aggressive sales program. For banks, this means actively looking for places to extend constructive credit that will be mutually profitable to both borrower and lender and to the community. Many of our country banks are doing an excellent job along this line.

Others, however, seem to have the philosophy of sitting at their desks, examining all credit requests with an ultra-conservative eye, granting the gild-edged, over-secured loans and putting the rest of their funds in governments. Such an attitude is typified by a certain local bank whose advertisements proclaim what a service it renders to its community, yet whose statement consistently shows less than 20 per cent loan ratio with most of its deposits invested in governments. I am sure its depositors' funds are safe,

but I wonder if it is measuring up to its responsibility to serve the credit needs of its community.

I have spoken of the need for adjustments in the utilization of our farm resources in order to provide more efficient utilization of human resources. Now let us consider the place of industrial development. This may take either or both of two lines, one an integral part of the agricultural adjustment, the other largely unrelated to agriculture except as a source of employment for surplus farm labor.

The first relates to the establishment of new processing plants or marketing facilities to handle new farm products or to provide a better outlet for existing farm production. Such plants can usually be handled best as local projects. In some cases, the financial needs can be met by the local banks. In others, where relatively large amounts of long-term funds are needed, it may require the mobilization of local investment funds to meet the need. Whatever the situation, the local banker is usually the best qualified to spearhead the evaluation of the proposal. This will include appraisal of the natural resources and the adaptability of soil, climate and people to the production of the contemplated commodity; analysis of potential markets and, in the case of seasonable perishables, the timing of production as related to that of competitive sources; determination of the plant and equipment requirements; and, finally, estimation of financial requirements to activate the project.

Illustrative of this type of banker activity is that of a banker in Henry County, Ala. In this case the banker concerned is also head of a large mercantile company in the community. The two institutions have worked jointly in promoting and financing a peanut processing plant, a fertilizer plant, and a cooperative livestock marketing organization. Normal credit requirements are handled through the bank. Nonbankable needs for long-term or equity capital or otherwise promising, though somewhat speculative, prospects are handled through the mercantile company.

Another banker in Hale County, Ala., has had an unusually ambitious and successful program. Some years ago he saw the need for a Grade-A milk supply in the county as a potential opportunity for a new farm enterprise. To stimulate such a program, he extended 100 percent loans for the purchase of dairy cows, on 36-month terms at 6 percent interest. Today the 124 Grade-A dairies in the county, 90 percent of which were financed by this bank, produce more fluid milk than any other county in the State and provide an annual gross income of more than 4 million dollars. Since then, the bank has fostered and financed a beef cattle project and a broiler project. On the latter project, it is interesting to note that the producer pays for his chicks, the bank provides mortgage credit for buildings and equipment and production credit for all operating expenses. Producers, thus enabled to buy feed on a cash basis, have been able to cut production cost 1 to 2 cents per pound under competing areas.

This bank has also financed a milk plant, an ice cream plant, a poultry processing plant, a hatchery, a meat-packing plant, and a feed mill, all of which have provided non-farm employment in addition to facilitating the marketing of farm produce. It is reported that the activities of this bank and



its leaders are largely responsible for the fact that the agricultural income of Hale County is greater than that of 16 other counties in the Sixth Federal Reserve District.

Both of the above banks make their farm loans on terms tailored to fit the needs of carefully planned and analyzed farm programs.

A report from Indiana calls attention to the fact that there may be situations where too much credit may delay desirable adjustments. Certainly, it is no contribution to the welfare of either the community or the individual to extend additional credit to a losing operation, regardless of the collateral or credit-worthiness of the individual. It can only end in the gradual attrition and ultimate loss of equity in the business.

Nor should all requests for credit for the establishment of a new business be granted. A banker in Tennessee reports the case of a G. I. seeking financing for a store in a field already well served by two stores in the small community. The town had no milk plant and dairymen were hauling their milk to a neighboring town for processing while local consumers had to get their bottled milk shipped back. On advice and with the financial assistance of the bank, the G. I. abandoned his original idea and opened a milk plant, which is prospering and at the same time is affording local producers a better market for their milk.

In one county in Mississippi, a local banker promoted and helped raise interest-free capital to finance a badly needed local milk plant and, in addition, financed all qualified dairy farmers who had approved farm plans.

In a seven-county area around Glasgow, Ky., where total financial resources are rather limited, banks of the area are cooperating in giving counsel and leadership for the development of new projects.

There are other instances too numerous to mention of banks sponsoring and financing new farm enterprises or related agricultural industries. On the other hand, there are still too many reports, like one from a county in Maine, indicating that banks there showed little interest in Rural Development loans, preferring short-term, high-interest personal or consumer installment loans; or the report from a county in Mississippi to the effect that banks there showed a reluctance to participate in any development programs, preferring to stick with the old short-term, high-collateral type of lending.

In West Virginia, it is reported that, while banks have done a good job in taking care of conventional farm loans, most of them have shown little interest or leadership in the Rural Development Program. There are also frequent reports from several States of reluctance on the part of some banks to take account of off-farm employment as part of the credit base for loans to part-time farmers. Incidentally, this same comment was made with regard to certain offices of the Farmers Home Administration.

We have looked at some of the developments in farming and related or supporting industrial activities. Now let us look briefly at some of the problems and achievements in the development of non-related industry as an

additional source of employment for unutilized human resources. This subject has been well covered by others, and I will confine my remarks to the banker's part in this phase of the program.

First, in connection with the industrial survey of the community, local banks are equipped with or have access through their city correspondent to facilities and know-how in making such surveys and analyses. Since they must inevitably be involved in the financing and credit needs of any new enterprise, it is logical to assume that they will not only be interested but active in such programs. There are numerous instances where local banks have taken the initiative in forming and aiding in the financing of industrial development corporations. Activities of such corporations include the acquisition of blocks of land to be made available as industrial sites at reasonable cost, the construction of industrial buildings for lease or sale to new industries on favorable terms, and, in some instances, even to the acquisition of stock in the new industry.

Arkansas, Georgia, Indiana, Missouri, North Carolina and Texas all report activities of this type carried on under the leadership or with the full cooperation of the local banks.

Unfortunately, however, there are occasional reports of failures due to lack of bank cooperation. For example, a local industrial development committee in Missouri developed a plan for a small processing plant. They secured approval of an S.B.A. loan to cover three-fourths of the needed financing on condition that the local bank take the balance of the loan and provide the necessary supervision. Refusal of the bank to participate resulted in failure of the project.

In Mississippi, a local community was negotiating with a manufacturing concern for the establishment of a plant in their county. Under Mississippi law, bonds may be issued to cover the cost of plant construction for approved projects. The law does not provide for financing plant machinery and equipment, which is usually handled through the local banks. In this instance, all plans were made and State approval was secured by the local committee without any participation of or consultation with the local banks. When the banks were ultimately approached on the question of financing the equipment, they declined to participate. The company immediately began negotiations with another community in the State in which the bankers were brought into the picture from the start. While satisfactory local arrangements, including financing, were developed, the State refused to grant the application to establish the plant in the second county after it had already approved the first. The upshot was that the plant was eventually established in a neighboring State.

Of course, it is impossible to explain the reasons for the bankers' attitudes in these two cases. It may be that they honestly considered the projects not credit-worthy, although subsequent developments in the second case would hardly support this position. It may have been lack of vision and initiative or it may have been pure pique at not having been consulted in the early planning stage. In any event, it clearly illustrates the importance of

soliciting the cooperation and support of the local bankers from the beginning. Fortunately, such cases are the exception.

In conclusion, let me briefly summarize my analysis of this problem:

1. The major problem is unutilized or underutilized human and land resources.
2. More complete and efficient utilization of these resources and the resultant improvement in the standard of living of the people concerned are dependent upon increased productivity.
3. Increased productivity depends upon the substitution of improved technology and mechanical power for human physical labor.
4. This calls for increased use of credit and capital.
5. The banker, as the community's prime source of credit and an important source or locator of capital, must be made an integral part of any local development planning group, and
6. In view of the very nature of his business, namely, that of selling credit, the banker should be and normally is, as the record shows, a good cooperator and frequently is the source of inspiration and leadership in any development program.

To those bankers who have not seen the light, I want to say--wake up or you will lose out in the race for survival. This is a day of change. We either progress or retrogress. We cannot stand still. The man or business that is not receptive to new ideas and better methods is on his way out of our competitive enterprise system.

In closing, I want to pay tribute to the magnificent job that many bankers are doing in providing inspiration, leadership and support for this program. To them I say, "Thank you--keep up the good work."

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Statement by

Wendell Barnes, Administrator, Small Business  
Administration, Presiding

Today we are fortunate in having as our speakers top men in industry, communications and the legal profession.

I have been impressed, as I know you have, by the tremendous amount of knowledge--and the varied scope of it--that is being brought to bear at this meeting. And as you, I want to commend the many farm, business, civic and religious leaders who are cooperating in this review of progress in the Rural Development Program.



Before introducing our speakers today, I would like to tell you briefly about services of the Small Business Administration which are helping to achieve the objective of this conference--that of strengthening the economy of rural areas.

The Small Business Administration is a 100 percent service agency. It has no regulatory authority.

The Agency provides four major services to small business concerns.

1. It helps small firms obtain an increased share of government contracts and orders. Our major effort here is a cooperative program with the principal Federal purchasing agencies under which suitable purchases are reserved for exclusive award to small firms. Since start of the program less than five years ago, about \$2,700,000,000 in Government purchases has been set aside in this way for competitive award to small business.

Here in the State of Tennessee, for example, this program has resulted in award of more than 330 contracts totaling about \$28,300,000, to small business concerns.

Of course, by helping small businesses and industries in rural areas in obtaining government contracts, the agency is helping to provide additional off-the-farm work for people of the areas.

2. The Small Business Administration helps small business concerns solve management and technical production problems, including such problems as locating new product possibilities, finding new markets and reducing their costs of distribution. We help here by counseling with small business owners and managers; by providing practical, informative publications, and by co-sponsoring administrative management courses for small business owners and managers in cooperation with leading educational institutions.

3. The Agency makes loans at three percent interest to help repair or rebuild businesses and homes which have been damaged or destroyed by storms, floods and similar disasters. The Agency also makes loans to small firms which have suffered substantial economic injury because of drought or excessive rainfall conditions in their areas.

In this connection, the long-term credit we are able to provide to business men in areas where crops have been heavily damaged or destroyed is making it possible, in many cases, for the small business proprietor to continue to extend credit to his farmer-customers, even in communities where local credit has been virtually exhausted.

Of special interest to the States of Tennessee, Arkansas and Mississippi are the excessive rainfall loans approved by the Small Business Administration to business concerns of those States.

According to the latest available figures, the agency has approved 38 loans of this type, for \$348,000, to small firms in Tennessee; 50 loans, for

\$794,000, to small firms in Arkansas, and 82 loans, totaling \$1,237,000, to small concerns in Mississippi.

Those are the centralized figures compiled by our Washington office as of May 31, 1958. Other applications now are being processed by the agency's Memphis, Little Rock and other offices in this area.

4. The Small Business Administration provides financing to small business concerns which cannot obtain needed funds from private lending sources on reasonable terms. We do not compete here with private lenders. As evidence of this, banks have participated in two-thirds of our loans. In reality, we help many of the smaller banks to serve their customers.

Since start of the business lending program in October 1953, the Small Business Administration has approved about half a billion dollars in loans to approximately 10,000 small business concerns. Loans totaling more than \$10,500,000 have been approved to 270 small firms here in Tennessee.

A very large share of the Agency's business loan approvals has been to small firms located in rural areas.

We do not make loans to farmers and stock men. But at the same time we help them indirectly, and help their communities directly, by providing financial assistance to small businesses of their areas.

These small businesses process and distribute farm commodities and live-stock. They also furnish needed equipment and supplies to the farmers and stock men.

Usually, we think of a close relationship between large and small business, as suppliers and dealers, and observe that large and small business are closely interdependent.

However, except in the metropolitan areas, most of the small businesses across the country--the retailers, wholesalers, produce handlers, implement dealers and small banks--are closely related to the agricultural economy. The farmers and other people of rural areas are their customers. For their part, the small businesses provide the markets and distribute the products of their areas.

These small businesses have their closest ties and a unity of interest with the agricultural community. When the farmers are prosperous, the earnings of these small businesses improve. Recently, farm prices have been improving, and farmers in many areas of the country have had increased earnings. The money the farmers are spending has brought increased prosperity to the small businesses which serve them.

Thus many small businesses owe a debt of gratitude to the perception and sturdiness of character of Secretary of Agriculture Benson.

If the 15 million farmers and agricultural workers and the 30 million owners and employees of small business concerns recognize their interdependence and unity of interest, they have the combined strength to protect and promote their mutual welfare.

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How Chambers of Commerce and Business and Professional  
People Can Help in Rural Development

William A. McDonnell, President, U. S. Chamber of  
Commerce, and Chairman of the Board, First  
National Bank, St. Louis, Mo.

(Condensed)

The Chamber of Commerce of the United States and the chamber of commerce movement in general have long recognized that agriculture is going through a period of profound changes. As a result of these changes, a large number of farm families are not earning a living in keeping with national standards, and the well-being of agriculture must concern us all.

The economic interdependence of farm enterprise and urban enterprise should be obvious.

It hits home in particular to the urban businessman whose customers or patrons include a high percentage of farmers, and you may be interested to know that between 85 and 90 percent of the local chambers of commerce affiliated with the National Chamber are located in predominately agricultural areas.

It is the purpose of chambers of commerce--and our present program--to work for a prosperous agriculture in a prosperous economy. The American people, however, must be objective enough to realize that 44 percent of our farms produce 91 percent of marketed farm products while the remaining 56 percent produce only 9 percent of farm products.

We must also be objective enough to realize that we cannot stop change. Change is rooted in the nature of our society and our economy. Change is inevitable, and countless things can bring about changes in man's life and his environment--everything from the weather to new inventions, new philosophies or merely advancing age.

Sometimes easy and promising-looking political patent medicines tend to bring about change. And sometimes change is based on new techniques and new needs and demands which result in a necessary economic evolution.

If we use our brains and common sense, we ought to be able to tell the difference between the necessary economic evolution and the change affected by political intervention in the normal processes of a competitive free enterprise economy.

It is extremely doubtful that we will ever go back to the one or two mule-power 40-acre farm for the basic production of our food supply. Some people would like to keep the 40-acre farm in existence by government subsidy and high taxes, but it is not the obligation of the Federal government to guarantee the prosperity, or even the existence, of any segment of our economy, including agriculture.



I am not saying that the 40-acre farm--or any farm unit too small to compete successfully in this evolutionary period--ought to go out of existence, although many are certain to do so as their owners discover better opportunities in other lines of endeavor.

On the other hand, there are many small uneconomic farms which will be with us for a long time--perhaps forever. There are now and always will be those who regard farming as a way of life much more than they regard it as an economic venture. They are content with earning a subsistence, and the tug of the soil is much more powerful to them than any lure that an industrial center could hold out. And I am not so sure that these people need the sympathy of us city dwellers. It has been my observation that even the lowest of sharecroppers is getting as much, if not more, of life's satisfactions than his counterpart in the crowded slums of our cities. We should, of course, help them to help themselves, but this does not necessarily include persuading them to give up a way of life with which they are content.

Essentially, however, farming is a business, and should be so regarded. The farmer does not belong in a class apart from the hardware dealer in his nearest market center or the manufacturer in the nearest bigger city. The farmer is himself a manufacturer, a producer of foodstuffs. He is a capitalist. He has an investment in land, in housing, in livestock, in tools and mechanical equipment. He is usually an employer, either on a full-time or a part-time basis. He generally borrows money against the prospects of a crop or for the purchase of feeder cattle. He is a risk-taker, precisely like his urban counterpart.

We must concede, however, that the farmer has a slightly different problem from his fellow businessmen in urban centers. Weather, for example. While bad weather can hit a retail merchant hard, it can hit the farmer worse and one of the most important differences is in the ability to control production.

Generally speaking, industry can quickly adjust production to market demand. The farmer cannot always do so. In consequence, there are times when farm prices decline with greater severity than other prices.

With such exceptions, the farmer's problems are strictly business problems, and the National Chamber makes no distinction between the urban businessman and the rural businessman--and thousands of the latter are included in our underlying membership and have served or are serving on our boards of directors and on our committees, one of the most important of which is our agriculture committee.

You have asked me to suggest specific ways in which chambers of commerce and urban business and professional people can help in Rural Development. I understand that within the spirit of this conference, Rural Development means something more than economic advancement. In this country, however, it is generally easier to foster all other values if economic life is strong and thriving.

1. For many years, our chambers of commerce have had agriculture committees which have worked closely with farm leaders and individual farmers on

diversification, on increasing productivity, on poultry and livestock breeding programs and in the encouragement of such splendid organizations as the 4-H Clubs and the Future Farmers of America.

2. Chambers of commerce are also scouting vigorously for new industries for their communities which will provide part-time work for farmers or full-time work for those farmers who feel that they should leave the land but are reluctant to leave the area, which, in so many cases has been home to them since birth.

3. We can look to see that kind of activity intensified, but on balance I would say that the future of agriculture and, in fact, the future of our nation may well lie in parallel or joint action in public affairs by farmers and other businessmen.

We are in a recession--one of those cyclical downward swings which are normal in a free enterprise system. An economy of free individual choice cannot expect a perpetual boom. This recession was the inevitable aftermath of World War II, and would have occurred earlier if it had not been postponed by the Korean experience.

During the War, when the industrial machine was directed primarily to the production of the implements of war, there developed great shortages of durable goods such as automobiles, appliances, machinery of all kinds and housing.

Everybody wanted these things--and everybody started buying them once the war was ended and they began to become available again. The pent-up demand greatly exceeded production, and so industrial concerns expanded their plant facilities so as to be able to produce more and satisfy the demand.

Then the inevitable happened--we came to a point where the people's wants for those things were saturated. We found that we had enough homes, cars and factories for the time being, and the demand for them stopped increasing and levelled off. Capital spent by corporations for plant facilities began to shrink and the readjustment was on. This was nothing unusual. That has been the historical experience after every war.

That is the situation now. Is this a cause for panic or despair? Is it a reason to change our business system? Not at all.

As the West German Vice-Chancellor, Ludwig Erhart, in commenting on our situation while on a visit to this country, recently put it, "I call the fire brigade when the house is in flames, but not when the milk boils over."

The economic machine has not stopped. It has just slowed down. It's taking a breather. What is to speed it up again? Mainly the passage of time. You cannot reverse the downward movement overnight.

There are some things government can do to help, but no amount of government intervention can alone reverse the recessionary trend. It has been said that we can't talk our way out of a recession. Neither can we spend our

way out with government money. We tried that in the '30's and the experiment failed. After 10 years of deficit financing we still had as many unemployed. The cure takes place primarily, not on Capitol Hill, but in the market place where millions of people are buying and selling goods and services.

As the editor of the Guaranty Survey, published by the Guaranty Trust Company of New York, puts it:

"Once the recession comes, the job of readjustment is much too big, too complex, and too imperfectly understood to be accomplished by any sort of governmental action or policy. It is accomplished by business itself under the pressure of contracting markets and tightening competition. Deadwood is cut out. Inventories, when excessive, are reduced. Unsound projects are given up. Price and cost relationships are realigned."

"Operating inefficiencies in labor and management are eliminated or diminished. The quality of goods and services is improved. Inflated values are written down to realistic levels. The 'lost art' of salesmanship is rediscovered. Demand for both consumption and investment is re-examined, and production schedules are altered accordingly."

"These readjustments imply changes in prices as well as in output and employment, and the more readily the price changes take place, the less severely are output and employment affected. All sectors of the economy are involved. The longer management clings to old methods, old products and old pricing policies, the longer it will take to recover the lost markets."

"The more tenaciously labor insists upon maintaining or raising the cost of employment, the less employment there will be. The more strongly agriculture and its political friends hold out for arbitrary prices, the more restricted will be the markets for farm products. Any form of price rigidity tends to hamper the readjustment and prolong the recession."

These are the hard, cold economic facts. These are facts which chambers of commerce are trying to impress upon businessmen, farmers, labor unions and law makers.

They are hard to take--they are not palatable--they are not politically popular. But there is no royal, easy road out of a recession, if the cure is to be real instead of spurious.

Those in every segment of the economy must make some sacrifice--the owner of business in lower profits, the manager in harder work, some workers in temporary unemployment, the others in foregoing increased wage demands--and the farmer in less subsidies.

A very wise man once said, "You cannot bring prosperity by discouraging thrift. You cannot strengthen the weak by weakening the strong. You cannot help the wage earner by pulling down the wage payer. You cannot further the brotherhood of man by encouraging class hatred. You cannot help the poor by destroying the rich. You cannot establish sound security on borrowed money.



You cannot keep out of trouble by spending more than you earn. You cannot build character and courage by taking away man's initiative and independence. You cannot help men permanently by doing for them what they could and should do for themselves."

When Abraham Lincoln uttered those words, he pronounced in nine short sentences the whole philosophy of the American way of life. It is the philosophy of chambers of commerce--national, State and local--and in our endeavor to promote the principles of that philosophy, I believe that chambers of commerce are helping to promote the well-being of every American, and especially that of the farmer.

4. And now, to be more specific. As I see it, the most important single thing which chambers of commerce can do and are doing to help Rural Development is to carry on our campaign against the forces of inflation--our fight for economy in government, for a sound and stable dollar, for tax reform and for putting an end to the wage-price spiral which was one of the major causes of the recession and is now prolonging it.

What I am saying is that in the midst of a recession our greatest long-term danger is inflation which can cause untold misery to defenseless millions of people--especially small farmers--and which can, in fact, undermine the very foundations of a democratic society.

I want to show you and talk to you about a piece of French money.

I hold in my hand a 1000-franc note. When I was a soldier in France in 1918 I held a commission as Captain of Field Artillery. My pay was \$200 a month and I was paid in francs.

The rate of exchange was 5 for the dollar and I received 1000 francs. If I were being paid \$200 a month today in francs, I would receive 84,000 francs at the official rate and 90,000 in the black market. In other words, this piece of French money which I hold in my hand and which was once worth \$200 in our money, is today worth \$2.38 at the official rate and \$2.20 at the black market rate.

In one corner of this French bank note, which bears a beautiful colored picture of Cardinal Richelieu, is the warning that anyone who counterfeits one of these notes will be punished with forced labor. But the 1000-franc note which was once worth \$200 is worth so little today that a counterfeiter would starve to death making these bills.

If the same fate should befall the dollar--if it should become worth only 1/84 of what it is worth today--a suit of clothes which now sells for \$100 would cost you \$8400. Any one of the so-called low-priced American cars with minimum trimmings would cost you \$250,000. A Social Security check for \$100 would buy two pounds of hamburger which would make one meal for a family of four--and \$100,000 in life insurance would purchase room and board for a widow for approximately one year.

I do not need to tell you what would happen to our democratic institutions under the impact of such a depreciation of our currency. We are all familiar with what has happened in France. The government has changed 26 times since the end of World War II--including the new De Gaulle regime.

Their trouble has certainly been due in part to the manifold problems resulting from inflation.

We like to say to ourselves that it cannot happen here, and I am an optimist myself. But the stubborn fact is that the 1958 dollar is worth 48 cents as compared to the dollar in 1939, and if we do not stop the trend it will continue to go down and down. We are in for a stiff battle to preserve our economic system against an onrushing tide of socialistic proposals.

That is why the Chamber of Commerce of the United States is telling both urban and rural business men that if they want to avoid a form of government which is hostile to business they must develop and carry out a program of effective political action. They must quit thinking of politics as a dirty word.

We believe business men--both urban and rural--can best accomplish this through the media of their local, State and national chambers of commerce.

We believe that the overwhelming majority of American people are possessed with high ideals, sincerity, honesty and courage, and that they have enough intelligence to understand economic truths when they are clearly and forcibly presented to them.

We believe that if we present the truth with enthusiasm, with persistence and energy, we will have nothing to fear.

We must understand, however, that keeping our heritage of freedom is no easy task.

It is said that as Benjamin Franklin walked out of Convention Hall in Philadelphia after signing the new Constitution of the United States, someone asked him, "What have you given us?", and he replied, "A Republic, Sir, if you can keep it."

Well, we have kept it thus far. Can we continue to keep it? Yes, by eternal vigilance. Will we keep it? Yes, I hope so. I not only hope so, but I believe so.

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How Editors and Communications Media Are Vital to Rural  
Development Programs

Frank R. Ahlgren, Editor, The Commercial Appeal,  
Memphis, Tenn.

(Condensed)

The program of Rural Development, like any other movement, no matter how worthy, must make itself known to every area of potential participation if it is to succeed. That means that no medium of information should be overlooked in getting the story across in simple understandable terms.

And having made sure that these agencies are properly enlisted, the manner with which the story is told, the attitudes of its sponsors and the readiness to accept offers of cooperation should be thoroughly examined.

Are we sure the material is readily understood, yet not susceptible to being thought of as "talking down" to the audience? Does it contain sufficient technical information without creating confusion, and is it couched in terms and illustrated in a manner that would attract general interest?

News releases that might be brief enough to earn a place in a metropolitan newspaper might not be sufficiently detailed to be effective in rural publications. Technical publications demand specific and tested procedures or the editors will discard them for fear their readers get the idea they don't know their business.

Radio affiliates in large communities obviously do not have the air time available for lengthy discourses that might be acceptable to the 100-watters out in the field.

To coin a phrase, all things are relative, and that is why it is essential to have skilled personnel handling information that can be placed in strategic places for the greatest ultimate effect.

I am aware that this is rudimentary, but it is well that we remind ourselves at the outset and make no false starts. And contrary to beliefs in some quarters, repetition can sometimes bring irritation. So we must be careful we are not redundant, that we can improvise intelligently without deviating from our acknowledged goal.

And above all, we must not be condescending. That's what I meant about attitudes. The problem we are dealing with is of extreme importance to a large percentage of our population and vital to the very economy of our nation.

In soliciting cooperation from the newspapers, magazines, radio and television stations and other information sources we need have no hesitancy. The work we have set out upon should, properly presented, get their collective



attention. But we must be sure that the material is of the order that we need not apologize for it.

No editor wants stuff rammed down his throat, but he does expect the information to be well organized and understandable so that he can with safety edit or rewrite it. The facts must be there in orderly array and the generalizations capable of proof.

Let us look at what we are treating with today:

The primary purpose of the Rural Development Program, as I understand it, is to promote and to assist in establishing better agricultural and home-making practices and methods among farm people, especially in the low income farm groups.

But it embraces the whole field of farming and farm living--the production of crops and livestock, soil conservation and home improvement. It seeks to develop fully the potentialities and the resources of the farmstead and the persons living on it.

It is an educational program based upon recommendations proved to be economically sound through research by specialists at agricultural experiment stations. It is designed to carry the aid and assistance the agricultural extension service provides one step closer to the individual farm.

In the early days of agricultural extension work, the county agent and the home demonstration agent for the most part centered their attention on individuals--working closely with the farmer and the farm woman on individual projects that could be used as demonstrations for others in the neighborhood. Later, as the demand on the agent's time increased, extension work had to be done through organized groups such as county livestock associations, dairy herd improvement associations, home demonstration clubs and 4-H clubs.

Personal counselling with farm families has continued, of course, but the amount of time an agent can spend on a farm today is limited.

The Rural Development Program has changed this to an already noticeable degree. Through additional personnel in pilot counties--associate county agents and associate home demonstration agents--direct work with farm families again is being done.

The economic situation of cooperating families is being studied and long range plans are being mapped to increase farm income and improve family living. Sweeping changes are being recommended on many farms. Old non-profitable enterprises are being discontinued. New projects that promise to increase net income are being set up under the guidance of professionals. This story must be spread to urban readers and viewers.

Diversification, live-at-home, soil conservation, home improvement--these are all well known and long used terms in the vocabulary of agricultural workers. And now they are used daily by farm people as well, thanks to a communication media that gave them real meaning almost a quarter of a century ago.

The Commercial Appeal through its Plant To Prosper Contest, which is the foundation upon which the Rural Development Program was built, is an example of what a newspaper can do to benefit agriculture and those engaged in it.

Through its cooperation with the various farm agencies and the many other daily and weekly newspapers, the community and network radio and television stations, The Commercial Appeal has assisted and encouraged an aggregate of almost two million families in four States to do a better job of farming and homemaking.

The success and achievements of the Plant To Prosper program demonstrate how necessary it is to communicate with people, how vital it is to have them understand the idea presented, if you would move them to action.

The program is operating in some form in 14 other states. Whatever its name, the principle is the same--to make the farmer self-sufficient, to diversify, to keep financial records, to improve his home and to cooperate in building up his community.

When he was president of the St. Louis Reserve Bank, Chester Davis said, "We must produce more wealth in the form of things people need and can consume if we are to make any real advance toward the goal of a more satisfactory standard of living.

"Based on its tremendous accomplishments in this direction, the idea of Plant To Prosper ought to spread, and I believe it will spread until it is Southwide. I'll go farther than that; the plan is sound, and it will work in every area where devotion to the one cash crop prevails."

Editors and communications media are just as important to the general Rural Development Program as they are to Plant To Prosper. Radio and television as well as newspapers have a large farm audience.

Through news stories, editorials and pictures, newspapers can assist in presenting the program to farm folk. Most of the families who would be interested in participating in the Rural Development Program subscribe for both daily and weekly newspapers. Most also have radio and television sets.

Editors, newspapers, television, radio, all communications media are vital to the Rural Development Program because they can keep it alive and growing by heralding its worth and accomplishments throughout the land.

In any program of mass information it is important that the sponsors enlist the assistance of the trade associations to which the various media belong.

This is elementary, but metropolitan, small daily and weekly publications, the networks and small stations have their own trade associations and paid secretary-managers. These gentlemen (and ladies in some cases) are sensitive to worthy efforts. They know how to spread the story of morale building.

And the building of morale is the first essential of the Rural Development Program.

This sense of belonging to the community and being a part of the program must be established before the other aspects of the plan can be made effective.

Whether it is the erecting of new mail boxes, refurbishing and repairing community churches, developing community centers, or cleaning up old cemeteries, it is the stirring of community consciousness that puts the program on the road.

The need for Rural Development Programs can be carried to the county leadership by the metropolitan newspapers in the broad sense, pointing up the blighted areas, the regions of rural slums and the need for concerted action to combat these conditions.

The local newspapers can and should carry the word of local plans, details which the metropolitan papers cannot carry. They can stir civic consciousness in their readers, and urge the effective working of any program adopted. They can report the progress of one community for the information of others.

But even the metropolitan and the local papers cannot reach those most needing information, for the simple reason that they are so far down on the economic ladder that the luxury of paying for reading material is beyond them. These must be reached through the extension service publications, backed by personal calls by the representatives involved in the administration of the program.

To effectively carry out the spreading of news of the program, to foster its development and to aid in its application, the editor and his staff participating in the effort must have first-hand knowledge of the need for the program and the means that are being made to correct the situation.

Human curiosity is such that each man wants to know what his neighbor is doing; communities want to hear of other communities.

The metropolitan newspaper cannot report or participate in the all-day picnic and cemetery cleanup at Lost Hope Church. That is for the local newspaper to cover, stressing leadership and participants.

The metropolitan newspaper can, however, report the successes and the failures of the pilot counties under the program. It can let Tippah County, Miss., and other counties know of the successes in Hardin County, Tenn., and can report the progress of both counties to other communities which have the same or similar problems.

But the success of the Rural Development Program rests upon the individual and his willingness to make an effort to help himself.

His interest at first is based wholly on "what can I get out of it?"



There is apt to be a cooling of enthusiasm when it is learned that the program is no handout, that it requires something more than visiting the county seat and picking up a check or supplies.

It is then that the real test of editors and their newspapers develops. Can they be lured, enticed, prodded or dragged to the point where they are willing to cooperate.

The early stirrings of interest generally evolve around the church or school; then community efforts which bring groups together for mutual discussion and understanding.

Once they become acquainted (that is the word), they are willing to work cooperatively. There is a pathetic desire on the part of these people for recognition in community effort--and when it comes to work the one with the least most often gives the most. These are things that the local newspaper can foster.

The reporter who surveyed the program's operation in Hardin County was not half as much impressed by the physical changes that had been made--repaired and repainted churches, new community houses, standard mail boxes, improved home conditions and the like, as he was in the obvious pride of accomplishment that had developed.

The whole program is based upon the line of communications between the top level and the participants. Every means of communication, newspapers, television and radio, have a place in the effort.

First, participants must be informed of what the program is; then they must be encouraged to participate, and, once they are participating must be given the recognition they want so badly.

Recognition is the great incentive. Press, radio and television can dramatize it for the encouragement of all.

This meeting today demonstrates the awareness of the need. Let us all address ourselves to the enlistment of the agencies that can bring it to those willing and ready to follow demonstrated methods of accomplishment.

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The Tippah County, Mississippi, Rural  
Development Program

W. H. Anderson, Attorney, Ripley, Miss.

It is indeed an honor for me to be requested to appear on the program of this Conference on the national Rural Development Program. I am particularly glad of the opportunity to tell you something about the results of this program in my home county.

Although much work had already been done prior to November 1955, a Rural Development Program was formally inaugurated in Tippah County, Miss., on that date. This followed the selection of Tippah as one of the 49 pilot counties in the United States, and one of the 3 in Mississippi.

Three additional workers were added to the staff of the Extension Department--2 associate men agents and 1 associate woman agent. The Tippah County Rural Development Committee was set up, consisting of representatives of all agricultural agencies of the county and of civic, educational, municipal and business interests in the county. This committee functions perfectly, with an excellent attendance at each monthly meeting.

The committee was very helpful in selecting the farms which were to be included in the balanced planning program. Much care was exercised in the selection of 106 farm families to be included in this special program, and most of these families cooperated to the fullest extent with the extension department workers.

All of the soil on the farms was tested, an annual cropping plan was worked out and the agents sat down with the entire family and worked out a general 5-year work plan for the farm unit. By utilizing the proper soil for proper crops and with the expert assistance of associate agents of the extension department, there was a tremendous increase in crop and livestock production. The entire plan was based to a large extent upon the intelligent diversification and utilization of the land to the best advantage.

An outstanding accomplishment was the improved appearance and comfort of the farm homes, as a result of remodeling and repairing buildings and the improvement and beautification of the entire premises.

One of the most important and far-reaching results of this program was that many neighboring farm families were impressed by what was being done on those selected farms and took steps to improve their own situation. Those individual families participating in this Rural Development Program became better citizens and more active in community affairs. Many of them were active in the organization of the rural community development clubs throughout the county which have become a great force in the development of the individual communities and in the county as a whole.

There are now 13 organized rural community development clubs in the county. The regular extension department agents and the associate agents have worked closely with these community clubs, which have become a great source of pride to the entire county. Some of the main projects of the community clubs have been: Keeping the church and school buildings of the communities in proper repair; looking after the rural cemeteries; providing uniform rural mail box stands; providing roadside parks and doing other general community improvement.

Most of them observe monthly work days. An individual farm is selected by lottery each month and the people in the entire community go and work a day on that particular farm, doing anything that needs to be done. In case of disaster in any farm family, such as death or serious illness, the members of

the entire club go and help all they can, sometimes planning and working out an entire crop.

The community clubs have regular monthly meetings at which interesting and informative programs are provided and which are well attended. Some of them have their own buildings in which to meet.

Closely coordinated with the Rural Development Program is an annual agricultural contest for community clubs and individual farmers for which about \$2,000 is provided annually by business interests of the county for prizes. This annual contest causes much friendly rivalry and much accomplishment, both on the part of the clubs and of the individual farmers.

Realizing the need for additional agricultural income and having an opportunity to secure the location of a milk-receiving plant in Ripley if sufficient funds could be raised to pay for the construction of the building and for the equipment, the extension department workers and the members of the Rural Development Program committee assisted in seeing that the necessary funds were raised, which money was repaid by the company when a reasonable volume of milk was received.

They have cooperated in building up the volume of milk to 50,000 pounds per day at the present time. There are also milk routes carrying milk to the farms in this county and to plants in adjoining counties. The total amount of milk being produced in the county is large and is providing a large source of additional farm income. In order to accomplish this, much emphasis has been put on dairy, and there are now 50 modern milk parlors in the county and 200 new producers sending milk to the local plant. An artificial breeders' association has been formed in the county, which is proving highly successful. Better pastures are being provided, more feed crops planted and many farmers are carrying their feed to local mills in the county for processing.

For more than two years a registered Jersey heifer has been given away in Ripley on each first Monday, which is "trades" day, as a part of the program for developing a dairying industry in the county.

Although much attention has been paid recently to the dairying industry in the county, the production of beef cattle also brings in a rather large amount to the farmers of the county.

The need for additional sources of farm income in the county other than the regular row crops is clearly indicated when it is realized that there are 2590 farm units in the county and that their average size is 96 acres. On 710 farms in the county, the cotton allotment is less than 4 acres each.

The program of developing truck crops in the county is under way but is in its infancy. However, 19 farms are setting strawberries for the first time this year, 12 are setting tomatoes and there is a prospect for much additional development along this line.

Another development for which there might be a bright future is the poultry industry. Several large laying houses are now under construction and some are already in operation.



Much progress has been made in the county in tree planting--and timber stand improved--which is an important phase of a balanced farm program and of a well-rounded Rural Development Program. The extension department and the Rural Development committee have cooperated fully with this program.

The Rural Development committee has also worked closely with industry as their idea is that a well-developed economy is brought about when agriculture and industry are balanced and when one or more members of the farm family can work in industry, supplementing the family income without interrupting the agricultural production program.

The committee assisted in securing a garment industry at Walnut and a new and enlarged factory building for the garment industry in Ripley.

A special project which all those connected with the Rural Development Program enjoyed very much was entertaining representatives from 27 States who came to observe our program while on a tour through this section.

All of the work of the community development program in Tippah has been coordinated with the normal and regular work of the extension service staff and with the full cooperation of the Rural Development committee and various organizations and business interests of the county.

The thought which has been kept uppermost in mind at all times has been a development of the attitude of cooperation among all the people. First, among the people of the local community, then the whole county and the rural and urban people of the county working together as a unit.

Just how well the job has been done is best illustrated by the fact that recently the Tippah County extension staff was selected as 1 of 2 counties in the entire nation to receive the Superior Service Award of the U. S. Department of Agriculture. At a banquet held at Ripley last Wednesday, a representative of the U. S. Department of Agriculture presented to the Tippah County Extension Staff a plaque on which was engraved these words, "for application of effective extension teaching and methods resulting in new agricultural markets, increased farm income, better living and greater opportunity for non-farm employment."

Those who have observed this program in Tippah County, Miss., are firmly convinced that much good has been accomplished and that much progress has been made. The progress in Tippah County has been in keeping with the major objectives of the national Rural Development Program.

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## DISCUSSION GROUP REPORTS

### GROUP I: EDUCATION BEYOND THE HIGH SCHOOL-- AN ACTION PROGRAM

Chairman: Dr. Robert R. Hudelson, Dean Emeritus, University of Illinois College of Agriculture; Member, President's Committee on Education Beyond the High School

In opening the discussion, Dr. Hudelson submitted the following outline:

- I. Educated competent people are the indispensable resource for a productive community, state or Nation.
  1. Standard of living depends on individual productivity. Only by charity or thievery can any people consume more than they produce.
  2. Productivity increases with education because true education brings competence of mind and body.
  3. Industry is attracted to or developed by competent people.
- II. Education can be had by any American community if the desire is strong enough and leadership is available.
  1. The prime mover is a sustained, intense desire for education. Successful schools have been developed from very meager resources, and thousands of young Americans have climbed to the educational heights under their own power.
  2. Too often people think wealth must come before education, but historically and logically education comes first.
  3. The road to post-high school education is by way of the home, elementary school and the high school. Many more will climb the higher, steeper grades if the approaches are safe and guideposts point in the right direction.

The desire and power to climb must be gained on the lower slopes.

Parents, teachers and neighbors must point the way with the enthusiasm which this service justifies.

4. Much criticism has been hurled at the American public schools, but they are available to all and improvement is much easier than creating

a system where none exists--a situation which prevails over much of the world.

5. One of the greatest unfulfilled needs is for a coordinated system of counseling students, based on their inherent capacity and individual interest. This can stimulate more realistic and more active selection of educational channels suited to individual needs.

III. Organization and finance are essential to post-high school education, but must follow desire and leadership. No people were ever educated against their wills.

1. Existing organizations are many and varied--including universities, colleges, community or junior colleges, technical institutes, business schools, trade schools, correspondence schools, radio and T.V. courses and many others. These can serve as examples from which the community chooses the organization best suited to the needs of individuals who make up the community.
2. Community colleges have met the needs of many communities, both rural and urban.
  - a. They offer a variety of educational programs adapted to the community and flexible enough to meet individual needs.
  - b. All educational programs should include the basic tools for further education and the stimulation needed to continue learning throughout life.
  - c. Vocational training should be made available and suited to the community, but not restricted to a single type of job. In rural communities many young men and women must prepare for work other than farming, and jobs for the untrained are being taken over by machines.
  - d. In some rural communities, industries offer employment with on-the-job training; but to an increasing extent such industries start their training at a fairly high level of educational development. This applies to technical understanding as well as skill.

Often the ability to read and follow technical instructions is necessary. Examples of local industrial training and employment are especially noticeable where mills are being built in parts of the Southern piedmont. These are often in the open country.

- e. Highway development is an important factor in the organization of post-high school education. Many young people now commute as many as 50 miles, at a saving in the cash cost of living. The new highways make communities larger in many areas and bring enough people within the community boundary to make attendance and finance possible.



- IV. Paying for post-high school education calls for changes in methods and increases in amounts of financial support.
1. More and better teachers call for added funds.
  2. Buildings, libraries, laboratories and shops are expensive.
  3. Traditional support by church and private endowments probably cannot be expanded to cover a proportionate share of the increased need.
  4. Public support by taxation calls for abandonment of the property tax on real estate as the sole or major dependence. Probably some form of income tax will be necessary.
- V. Action program for increased education beyond the high school in rural communities.
1. Informed, energetic, sustained leadership comes first. Lay leaders with the counsel and guidance of professional educators seems better than dependence on professional educators to carry the responsibility. Parents, editors, farmers and businessmen must take responsibility in groups such as:
    - a. Parent-teacher associations
    - b. Chambers of commerce
    - c. Farm organizations
    - d. Labor unions
    - e. Service clubs
    - f. Women's clubs
    - g. Service leagues
- The sources of leadership should make education at least as popular as organized charity.
- In the long run, education will pay for itself and bring a profit to the individual and the community.
2. Existing educational organizations can be streamlined and expanded to carry much of the added load. Existing high school districts can be banded together to develop a community college with a large enough attendance and tax base to provide suitable facilities and programs of study. Cooperation among school boards and relaxation of normal community rivalry will be necessary.
  3. Private colleges and schools should be used to the extent their facilities and programs serve the community's educational needs. This may include business schools, trade schools, apprentice programs, educational television programs and many others.
  4. State departments of education should make adequate studies of population aggregates, existing shortages in educational facilities, economic resources, personnel needs of existing and anticipated industries,

and other factors leading to sound development of educational programs--community by community.

State departments should also take leadership in establishing standards of excellence and efficiency in the programs of education--existing and anticipated. In many cases this calls for an extensive reorganization of State departments of education, which gives them new responsibilities and provides them with adequately trained personnel insulated from the demands of party politics.

Where county population is large enough to require one or more community colleges within its boundaries, the State department may delegate some duties to the county or other local school supervisors. But in many cases, counties must combine to meet their educational needs, and the county unit should usually be bypassed as an administrative unit.

5. Financing an adequate program of education beyond the high school is considered by many to be an unsurmountable barrier. However, anyone who looks at American expenditures for automobiles, roads, sports and other entertainment, cosmetics and liquor, to say nothing of defense, must conclude that we can pay for education if we want it badly enough.
6. New forms and sources of financial support will be necessary, along with more efficient use of buildings, classrooms, laboratories and even teachers. The forms of support must vary with the locality. But for most areas, the almost complete dependence on real estate taxes for support of education will need to be abandoned.
7. To repeat, the first great need is enthusiastic, almost evangelical leadership by public-spirited, articulate people in every community--people who know what education for everyone up to his inherent capacity and disciplined interest can do for a community, a State, or a nation. It can be demonstrated that education is a good investment and that an educated resourceful people constitute the one indispensable resource for economic and social advancement.

#### Summary of Discussion

At the outset, it was generally agreed that the problems of education beyond the high school for rural youth differed from those faced by urban youth. One basic difference is that facilities for education beyond the high school are not readily available to rural youth. For example, education beyond the high school can be obtained in colleges and universities; in vocational schools; in libraries, museums, YWCA and YMCA centers and similar institutions; through the university extension service; and through the agricultural extension service. Only one of these, the agricultural extension service, reaches rural youth.

Also a basic difference for rural youth is the problem of motivation to seek education beyond the high school. Since only a small percentage of rural people are college trained, there is less pressure upon young people to reach the status of a college graduate. Particularly in the underdeveloped rural areas where the economic status of the inhabitants is low, there is less incentive to continue education beyond the high school. In addition, employment demands do not make rural youth continue his education beyond the high school as they do urban youth. The problem is to impress both the rural youth and their parents with the importance and value of further education beyond the high school, both for the individual young person and for the rural community.

A third fundamental difference between the educational problems of rural and urban youth is the serious lack of testing, guidance, and counseling facilities as well as of occupational information in rural schools. At the present time, there is a shortage of trained counselors, but the current supply is concentrated in city schools.

The testing, counseling and guidance services of the 1800 local employment service offices in this country were outlined, and the work of the employment service offices in some rural areas briefly explained. It was agreed that the services of the local employment service offices in rural areas should be intensified and increased.

It was also agreed that rural youth should receive available occupational information. The United States Department of Labor's Occupational Outlook Handbook and other occupational outlook publications need to be brought into rural schools. In this respect, it was pointed out that the Departments of Labor and Agriculture, through the agricultural extension service, are now working to alleviate this problem.

It was suggested that national organizations (such as the Rotary, Kiwanis, Business and Professional Women, University Women, etc.) through their State and local groups could sponsor career days in rural centers; provide mobile libraries; establish occupational information centers; and make available to rural youth information about scholarships.

Chairman Hudelson, said he would like to see a more ambitious and aggressive program for increasing counseling centers. These should be within commuting distance for rural youth. They should advertise the advantages and satisfaction of maximum education. Much of rural America is interested and ready for marked improvement in educational standards, he added.

It was pointed out that educational television needed to be brought to rural areas, and that means of doing so should be explored. Statewide education and employment meetings were suggested so that civic leaders, and leading educators and employers, for example, could relate the problems of rural youth with the needs of the State.

To obtain qualified and able teachers as well as trained counselors, more consolidated schools are needed in rural areas. Since about 70 percent of all college students commute, schools providing education beyond the high school should be within commuting distance for most students. In other words, there



should be vocational schools, or junior colleges, or colleges and universities (or their branches) within driving distance of every young person who wants to obtain more education after high school. (However, this may be impracticable in the ranch and mountain areas).

For example, Florida is establishing a chain of junior colleges throughout the State, and each junior college is designed to meet the needs of its community. California and Michigan are developing a similar system, as is Mississippi. Each rural community (county or larger area) was advised to survey its needs and provide the kind of school to meet those needs.

Two strongly divergent views regarding the need for more scholarships for rural youth emerged during the discussion, and no agreement or conclusions were reached.

An outline of the plans originated by the Madison County (Ark.) Rural Development Subcommittee on Youth Opportunities, the Robertson County (Tenn.) Scholarship and Education Project, and suggestions for a county education committee were presented. (See following section).

#### (Source Material Used by the Group)

Since the turn of the 20th century the United States has been transformed from a predominantly agricultural country into a predominantly industrial country. Great technological changes have brought about changes in occupations as well as changes in the education and training necessary for these occupations. In addition, we have learned that advancing technology creates a demand for better educated and better trained workers. The best way to translate technological progress into social progress is to concentrate upon the welfare of the individual, and this is a task for educators, employers, labor, government and the community.

In addition to great technological advances, this country has experienced a rapid growth in population, especially since World War II. Today we are adding population at a rate that is equivalent to adding three cities the size of Cleveland, Baltimore and San Francisco to the United States each year. Even though the birth rate has ceased to rise, the increasing number of young people of marriageable age in the mid 1960's means a population boom ahead.

To meet the needs of our increased population, the U.S. Department of Labor predicts that by 1965 we will need 10 million more workers than we had in 1955. That means that our total work force will amount to 80 million workers in 1965. By 1965, about 22 million young people now in school will have entered the world of work.

The employment trends indicate that for every 100 in the following categories in the labor force in 1955 we will need in 1965:

- 137 professional and technical workers
- 122 managers, proprietors and officials
- 127 clerical and sales
- 124 skilled craftsmen

122 semi-skilled operatives  
96 unskilled laborers  
85 farmers

As this country has become more industrialized, the number of farmers and farm workers has steadily decreased. For example, in 1910, one out of every 3 persons worked on a farm. Today, less than 1 in 10 is so employed. The decline is expected to continue, with a 15 percent decrease in the number of farmers and farm workers required between 1955 and 1965. And the U.S. Department of Agriculture estimates that 65 percent of the boys and girls now living on farms may seek non-farm alternatives and leave the farm.

Relatively fewer farmers and farm workers will be needed because the output per manhour has increased more rapidly in agriculture than in almost any part of our economy. The result is that today our farms are producing more food and fiber than ever before with about the same number of people on farms as in 1870. However, today's successful farmers need to be well educated and trained in modern scientific farming methods.

Today, then, more than ever before, the economic development and national security of the United States depend upon the educational attainment of its citizens. Although the average number of years of school completed by people in this country has increased steadily through the years, more will be demanded in the years ahead. Now 55 percent of the population 18 years old and over have had less than a complete high school education. Both of these factors have implications for educators as well as for employers.

Needless to say, the amount of formal education one obtains is a powerful influence on the occupational level achieved, and more and more occupations require education beyond the high school.

A major purpose of this discussion group is to emphasize methods that can be used to promote more education beyond the high school--a broad action program. This can be a third major development.

1. The President's Committee on Education Beyond the High School. Its second report was made to President Eisenhower in July 1957.
2. National "Stay-in-School Campaign" of the U. S. Departments of Labor and Health, Education and Welfare in cooperation with Department of Defense. This campaign is to encourage boys and girls to complete high school.
3. Program to encourage education beyond the high school. In the low income rural areas of America, many fine boys and girls are not finishing high school and going on to college. These are the areas being served by the Rural Development Program.

The whole country is becoming alert to the need for more education, particularly in the fields of science and engineering. The Department of Labor, projecting labor requirements up to 1965, indicates that the greatest need will be occupations requiring large to moderate amounts of training beyond high school, and that the only occupation groups that will require fewer people are common labor and farming.

The high school must no longer be regarded as an educational terminal. The college today occupies pretty much the place which the high school occupied in 1912.

As the President's Committee said, "post-high school education is local in fact and national in consequence."

It is recognized that institutions of higher learning face an impending "tidal wave" of students. In the next 10 to 15 years enrollments in college will at least double, and possibly triple by 1970. (President's Committee) Actions necessary to handle this increase are beyond the scope of this program which is to be directed toward locating, motivating and extending aid to the boys and girls who should continue their education beyond high school.

Already there are fine examples of educational programs under way in low income rural areas.

What suggestions should be included in the Rural Development Program to encourage education beyond the high school? Advance exploratory letters and discussions have brought out such ideas as the following.

- A. Most if not all of the suggestions contained in the "National Stay-in-School Campaign" pamphlet can be used.
- B. A strong education commission should be operating as part of each State and local Rural Development Program. This suggestion should be made not only to pilot or demonstration counties and areas--but to all areas where Rural Development is going forward. The activities of such commissions or committees would be along the following lines:
  - 1. Urge superintendents of individual schools and county superintendents of schools to identify, through standardized tests and academic records, the boys and girls in Grades 8-12 who are potentially good college students.
  - 2. Create a pool of library resources (in local communities and in public and private schools) which deals with the kinds of higher institutions of learning, rules and regulations governing admission, and the types of financial aid available.
  - 3. Disseminate among all families fact sheets, flyers, letters, etc. to inform families about the nature of higher education, purposes, costs, academic standards and career opportunities.
  - 4. Plan one or more annual tours to some college campus for parents and youth interested in higher education. Special sessions on campus could be arranged to inform parents about housing provisions, financial assistance, student counseling, special services and major problems that freshmen face.
  - 5. Work with cooperating agencies such as schools and service clubs to determine the number of boys and girls whom they could assist in getting to college, then suggest a quota for each group.



6. Stimulate service clubs, farm organizations, home demonstration clubs, parent-teacher associations, business groups and government agencies in rural development to, first of all, "sell" youth on the idea of getting a good education and secondly, to be willing to back them with necessary scholarships or loan funds to help pay tuition and other costs.
7. Determine what loan funds, scholarships, work opportunities and other financial aids are available in near-by colleges and other colleges and universities. There are substantial unused funds of this kind.

Recent surveys and studies indicate that lack of financial resources is perhaps the most important reason why more youth are not planning to go to college. Other reasons which apply to Rural Development counties include the student's experience in high school, his home background, the number of friends with plans for college, and the amount of discussion the student has had with teachers or guidance counselors.

- C. Invite each community, area or county to set a goal of the number of boys and girls, who otherwise might not go to college, who will be motivated and assisted in going beyond high school.

For example, one Arkansas Rural Development county proposed as a goal "Double the number of graduates attending higher educational institutions."

These goals can in turn be divided among service and civic clubs, P.T.A's, individuals and others who will have a part.

Should the goals be based on students meeting such criteria as--

1. College material.
2. Need financial help to go beyond high school.
3. No plans to go beyond high school.

- D. A suitable certificate or plaque signed by a top government official could be presented to those organizations, individuals or groups who helped one or more deserving young people who might not otherwise pursue their education beyond the high school.

Would this be effective. What other suggestions?

- E. The press, radio and TV can have a vital part in this program. What suggestions?
- F. To what extent should a "Stay-in-School Campaign" and program for Education Beyond the High School be worked together?
- G. How does the junior college (or community college) fit into such a program?

It has been suggested that the opportunities for and need for technicians, laboratory assistants and other semiprofessional workers, suggest many students may not necessarily complete four years of college. To what extent does this view fit into a program for education beyond the high school?

H. Other ideas and suggestions?

(Source Material Used by Group I--Continued)

Robertson County (Tenn.) Scholarship Plan and  
Education Project

(Note: Dr. John M. Jackson, Springfield, Tenn., who took the lead in developing this program reported that 1400 donors participated the first year. There were nine selected youths sent to the college of their choice. In addition, Fisk University gave a scholarship to an outstanding Negro youth. The success of the program attracted the attention of national magazines and has brought many commendations from prominent individuals, such as Senator J. W. Fulbright and presidents of several Southern universities.

In a letter to Harry J. Reed, Coordinator of the Rural Development Program, Dr. Jackson says, "To see a near genius pumping gas at a service station is a sad commentary on our system of values and lack of foresight.... are these bright rural youngsters being sought out, encouraged, challenged and aided in going into the advanced education they need to bring out their talents for the benefit of us all? They are not.")

The following is the "Robertson County Plan":

In Robertson County there is being generated a very forceful and altogether new approach to some of the most important unsolved problems in public education. This movement is so unusual and so pioneering, and it deals with problems of such importance, that our approach is being closely watched by great educators and leaders throughout the South and East.

What We Are Doing! Why We Are Doing It! How We Are Doing It!

In brief, we are (1) putting an emphasis on better education in this county; (2) encouraging our students to develop their talents for the betterment of themselves, their families, our county, our State and our country; (3) demonstrating to the teachers that we feel their work to be very important and that we want to be of assistance wherein we reasonably can be; (4) trying to encourage our youth with the greatest capacity for learning to go to college; and (5) to aid those with that capacity to go into advanced education to the extent necessary that their considered talents be highly developed for the benefit of all of us.

With the knowledge that our future lies in our youth and that their future lies in their preparation for that future; with the feeling that we, the people of Robertson County, all working together, each helping in such way as he can, are able to recognize, tackle and lick our own problems with our

own local resources and efforts; with a back-ground of Christianity, democracy and independence, we are vigorously embarking on the Robertson County Scholarship Plan and Education Project. And by "we", we mean and intend every one of us who are thinking citizens of this country, proud of our county and of our young people.

The Project, in brief, is an endeavor to instill in our children a greater appreciation of the privilege of learning, of the necessity to adequately equip themselves for their adult life, and within that new growth of interest and from among all our county's schools to seek out the more talented of our youth, regardless of their sex, color or religious belief, to encourage them to make the most of their opportunities while in school, to encourage them to find the desire to go on to college for an even greater development of their capacities to learn; and to aid them financially to go to college by the award of a scholarship.

Another facet which we believe to be important is guidance. We know that there are successful men and women in our country with much experience and "know-how" who could and would be very helpful in guidance and consultation with those of our children in the 10th, 11th and 12th grades who are facing the problems of choosing a career. These are businessmen, lawyers, doctors, dentists, farmers, nurses, pharmacists, ministers and many others--specialists in their chosen profession--who can and will be happy to serve as a consultation and guidance source of our young people--give them the benefit of their experiences.

This project does not belong to any club or small group of people. It belongs to all of the people of Robertson County who want to help our youth to get off to a better start. It belongs to the employee who contributes his dollar and encourages his own children and others to do their best in school work as much as it does to the wealthy man who can contribute more. Really, it belongs specifically to our youth, for it is a plan to provide to them--all of them--an inheritance of knowledge and understanding of our world and its problems, and an inheritance of an ability to solve more and increasingly more of its problems.

Those that the scholarship plan can send to college in a given year will be chosen primarily for their education promise; the final settlement and selection of candidates to be made (after two screenings in the county) by distinguished educators outside our county--men of the status and the stature of heads of the South's great colleges and universities. The parents will be expected to help some in meeting the expense of their child's college education, if they are able. No money will be paid to the youth selected for scholarship. It will be paid to the college or universities of his choice for his tuition, books, fees and dormitory expenses only.

The youngster selected for scholarship may choose any college or university he or she wishes to attend. He may follow any course of study he desires, be it poetry, agriculture, medicine, science or any other. He will not be expected to pay back to the scholarship plan any money received under his scholarship, it being felt that his development to a high degree in those talents which he has more abundantly than most of us and his subsequent use of those talents,



will be a very rich return for any money we spend in helping him. After he is well established, if he wishes to support this scholarship plan as we ourselves are doing, it is his choice to make.

#### No Money Contributed Will be Spent for any Expenses of This Project

Every cent of every dollar contributed will go into the fund to pay for scholarships. All expenses for administration are being paid for out of their own pockets by those who are working on the development of this plan.

Contributions and donations will be accepted any time during the year by the Trustees of this plan. There will be an annual approach to the general public for two purposes:

1. To ask of the general public that they continue to help in emphasizing the importance of education to such of our young people as they meet often and know well.
2. To ask for a modest contribution each year to keep this remarkable project going. (The only project of its kind in the United States.)

Each person who makes a contribution or a pledge of a contribution will be given a card for his wallet recognizing him as a donor. It is a card of which he will be proud in years to come--proud of his part in the beginning of a project which can well spread all over these United States.

There will be a yearly financial statement, published in the local newspapers, showing all money received, all money paid out, where it went, and what amount remains on hand. The names of all persons who contributed may be printed, but the amounts of the contributions will be kept confidential and will be known only to the trustees and the fund raiser to whom the contribution is given.

We have some of the best tobacco in the country; some of the best farmers, some of the best football teams. We are out to provide to our country the best trained and educated young people, and without necessarily adding a single school room or a single teacher. This plan calls for supporting our educators, our teachers and our children--to provide an atmosphere wherein our educators may plan, our teachers will rather teach than do anything else, and our young people will come to thirst for knowledge.

Recent events--successes in Russia have caused us to realize that in many ways we are putting entertainment, sports, trivialities, a longer, fancier car, et al., ahead of the education of our youth. If our future belongs to our youth and their preparation is the keystone for that future should we not give top priority over almost everything to the proper education of our children?

Do you think that a satisfactory education can come from the teachers and children alone? No! The child that will get the most out of school is the one who goes there prepared to learn because the adults in his community have let him know that education is important. If we in the general public fail to give this high evaluation to education our children will not give it a high evaluation and this will show up in their school work and their future.

There are few or none in the county who wouldn't be willing to volunteer or make sacrifices were we to be in a serious war with the Russians. Yet the leaders of our country know that we are in a very serious war with Russia for the minds of men. One of the most important weapons in this war is the effective education of our young people. The Russians are going all out to develop this "secret" weapon of war. Are we, or are we not, going to be willing to make sacrifices and to volunteer to do our share in this "war"? This project offers an opportunity for every one to work for a better education for our youth and for every one to donate according to the value he puts on education of our youth.

As a Robertson Countian, Don't Forget to do Your Share!

1. By lending your voice, opinion, and prestige to emphasize education in our county;
2. By making your contribution for our youth--and our country.

(Source Material Used by Group I--Continued)

Opportunities for Youth, Madison County, Ark.

This program is being developed by the Madison County Rural Development subcommittee on youth opportunities. Its purpose is to serve as a guide in initiating greater opportunities for the youth of Madison County.

Situation

Madison County is completely rural, with approximately 70 percent of its area in forest land. There are approximately 9000 people in the county, and approximately one-third of these are under 20 years of age. The major source of income is from agriculture, in which, the opportunities for young people are rather limited.

Madison County has three high schools. Two of the schools offer vocational agriculture and home economics training. One offers some special work in chemistry and one offers trades and industry training. All three high schools offer courses in typing and shorthand.

Approximately 110 students graduate from high school each year. Approximately 85 percent of these leave the county and 45 percent leave the State after graduation. Of the approximately 200 students that enter the first grade, 40 percent drop out before graduating from high school. There is no record of where the dropouts go to or what they are doing for employment and use of their time. All indications point to the fact that most of these leave the county for employment after they have reached the age for employment.

In connection with the use of leisure time or recreation and entertainment phase of this program, the opportunities for fishing and outings are good. Play grounds, including ball parks, tennis courts, golf courses, etc. are rather limited, or non-existent. No amusement parks are available. No up-to-

date swimming holes are available. No supervised recreation and entertainment for the youth are available. Movies are available three times weekly. There are no recreation facilities for private clubs or groups.

Far too few high school graduates attend higher educational institutions.

#### Problems

1. Need of supervised recreation and entertainment.
2. Need for a safe and sanitary swimming hole.
3. Need for organized intramural sports, with competition between classes and schools during school terms.
4. Need for organized sports activities.
5. Need for training young people in trades and industry.
6. Need for counseling in the high schools.
7. Need for career days in the high schools.
8. Need for creating atmosphere to make the youth want to be counseled and guided.
9. Need for listing graduates according to their capabilities with the employment office.
10. Need for more youth to take advantage of FFA, FHA, 4-H, and Boy and Girl Scout work.
11. Need for creating more jobs and employing more young people locally.
12. Need for more high school graduates to take advantage of higher educational institutions.

#### Objectives

The youth of today are the citizens of tomorrow. The future of Madison County is dependent on its youth. It is all important that we (1) create situations whereby the youth can be developed into strong young men and women to shoulder responsibility of the county for the future; (2) help them to help themselves; (3) lead the youth to take the right road for a better chance of happiness and financial security; (4) help the youth to make a life as well as to make a living.

#### Goals

1. To establish a youth center.
2. Create intramural sport competition between classes and between schools.
3. Develop the sidewalk swimming hole.
4. Establish career sections in each high school library.
5. To have career days in each high school.
6. List high school graduates according to capabilities with employment agencies.
7. Establish counseling services in the high schools.
8. Double the number of graduates attending higher educational institutions.
9. Encourage job opportunities for youth in the county that keep them in the county.



10. Make it convenient for the youth to take advantage of trades and industry training.
11. Conduct first aid and swimming classes. (Including water safety.)

Work Plan (September 30, 1957)

This program involves the agricultural extension service; the public school, and particularly the vocational agriculture and home economics departments in the high schools; PTA; the churches; the county and city government; local, civic, and social, and service organizations; the county Rural Development committee and particularly the youth opportunities subcommittee and education subcommittee.

Primary responsibility for planning and carrying out the program will be at the county level by the Rural Development subcommittee on youth opportunities. Representatives of all agencies and organizations in the county, State, and on the Federal level, will upon request, provide advisory service, help develop plans, and give on-the-ground assistance when necessary.

1. The subcommittee will meet when necessary to make plans to carry out each goal that is listed.
2. Members of the committee will be assigned to various tasks in working out these plans.
3. Contacts will be made with possible sponsoring agencies in the county.
4. Trips will be made to observe ways and means of carrying out various projects.
5. Information for establishing career libraries will be sought through various government departments, insurance companies, as well as business and manufacturing companies.
6. Encouragement will be given to setting up counseling services in the schools.
7. Contacts will be made with national organizations such as the National Recreation Association, American Campers Association, and civic organizations in seeking guidance information.
8. Contacts will be made through the county, State Rural Development Committee, etc. in an attempt to get a trade school established for the convenience of Madison County youth.
9. Encouragement will be given to all youth to take advantage of 4-H, FFA, FHA, and scout work.
10. Schools will be encouraged to list graduates according to capabilities with the employment service.
11. Encouragement will be given to the youth to attend higher educational institutions.
12. Seek means of financing youth by loan or scholarship to obtain higher education.

## Accomplishments

1. Conducted youth opportunities survey.
2. Established Madison County Youth Center.
3. Established career sections in the three high school libraries.
4. Completed water safety class of 25 students.
5. Started counseling on small scale in two high schools.

### (Source Material Used by Group I--Continued)

#### Education Beyond the High School as a Part of the Rural Development Program

Missouri - May, 1958

### Suggestions for County Education Committees

An action program on "Education Beyond the High School" has two important aspects.

1. Efforts to assist and encourage high school graduates, especially the most promising ones, to enroll in college.
2. Adult classes taught in the local community.

#### Encouraging Students to Attend College -

In discussing and planning a program, the local Rural Development committee must first find out who is already working on the project, then try to tie the activities together in a unified program so that all people in the county are reached.

The following activities indicate what is now being done by various communities throughout Missouri to enroll more eligible youths in college. Many of these could be expanded to other communities.

- a. A few counties offer scholarships or loans to deserving boys and girls. The organizations sponsoring such scholarships include individuals, home economics extension clubs and service clubs.
- b. Many communities are holding career days sponsored jointly by the high school and the chamber of commerce. Local professional people have assisted with the program.
- c. The University of Missouri has held career days for the past two years, one for high school students interested in attending college to study agriculture and home economics and another for those interested in the other sciences. Attendance in 1957 was 1134, while in 1958 the number increased to 2036.

After reviewing what is now being done, it is logical to consider other activities or approaches that might be used. The education subcommittee of the county rural development committee could:

- a. Invite school superintendents and other school people to a meeting to discuss the problem and get their reaction and support.
- b. Work with superintendents of schools to identify boys and girls who are college material.
- c. Cooperate with local career days. Help establish them, if none are being held.
- d. See that as many boys and girls as possible have transportation and attend college career days.
- e. See that parents have information as to costs, career opportunities and need for higher education.
- f. Encourage local groups and organizations to set up loan funds or scholarships for boys and girls.
- g. See that local teachers, counselors and others who are in daily contact with students have information about financial aid or part-time jobs that are available at different colleges.
- h. Have each county or high school set up goal as to number to enroll in college.
- i. Write news articles periodically to keep the subject before the people.

#### Local Adult Classes -

The second aspect of "Education Beyond the High School" has to do with special training courses designed for adults going into the trade or service type of employment.

This training could better qualify two groups:

- a. The young people going to the metropolitan centers for employment, but without training of any special kind.
- b. Those who plan to enter the various business, trades or service work in their own community.

The Rural Development education committee should study their situation thoroughly in order to determine the type of courses that should be offered. This might include a study to determine the type of training needed by the young people who are leaving the community, as well as the type of services needed by the community.



Examples of training that might be given include such fields of work as plumbing, metalworking, electrical wiring, food management for restaurant personnel, small business management and numerous others.

In Missouri the State Department of Education cooperates with local groups in making such courses available. The education committee in the Rural Development counties should take the initiative in contacting the State Department of Education to see what help is available.

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## GROUP II: INDUSTRIES FOR RURAL AREAS

Chairman: Harllee Branch Jr., President, The Southern Company,  
Atlanta, Ga.

Participants in this discussion represented a cross-section of American agriculture, commerce and industry. Many of those present were able to speak from a background of long personal experience in rural industrial development.

Mr. Branch opened the discussion with the following statement:

The Conference we are attending can be an important milestone in the development of America's rural areas.

All of us know that profound changes are taking place in rural areas and rural living. Industry is moving in. More and more farm people are taking part-time jobs. Schools are being consolidated. Farming, processing and marketing have become, in many places, large-scale enterprises, demanding the highest measure of skill.

For many years now, we have witnessed these changes taking place. However, this conference is unique, to my knowledge, in that it provides an opportunity for many different groups and interests to pause for a discussion of these changes and trends in order to determine their impact and their meaning, not only for rural people but for all the nation. Also we are focusing on what we are doing--and what should be receiving our attention in helping bring desirable progress.

This is an important event. Out of this Conference should emerge a set of general guidelines which all of our organizations, agencies and firms can follow in promoting sound development. This kind of meeting can also set a valuable precedent, emphasizing the need for similar broad conferences.

Our purpose this afternoon is to discuss the subject, "Industries for Rural Areas." To help set the stage, perhaps a few preliminary observations are in order concerning the need and nature of the problem and the potentialities of industrial growth as a possible solution.

First, concerning the need: The number of people engaged in agriculture has in recent decades shown a marked drop. In fact, agriculture is the only major sector of the occupational structure that has declined in this respect. Between 1930 and 1956, the drop was 37 percent.

Unfortunately some of our rural areas today are in a condition of chronic unemployment and underemployment.

In these areas, the number of young people coming to maturity far exceeds the number of good opportunities in farming on adequate size farms.

As a nation, we cannot afford to neglect the mental and physical abilities of these rural people. They should have opportunities for gainful employment, to ensure a high standard of living for the community and for their own families.

Whether we look at this situation from the humanitarian point of view, considering primarily the welfare of the farm people, or from the viewpoint of the nation's need to utilize fully the talents and energies of all its citizens, the importance of additional gainful employment in rural areas is clearly indicated.

Many business and farm people believe that rural industrial development is a principal solution to the problem of rural underemployment and unemployment. This is why, as Secretary Benson has stated, one of the three basic aims of the Rural Development Program is "to strengthen industry in low-income rural areas and widen the range of off-farm job opportunities."

Most of you, I am sure, know of rural communities where the local economy has been diversified and hence strengthened by the introduction of one or more manufacturing enterprises. Beginning first in the Northeast, then spreading to the Midwest and then to the South, and finally the Southwest and Pacific Coast areas, the introduction of new industry to communities where none existed before has been one of the singular features of the economic growth of this nation. This movement continues today. It will be greatly accelerated by a successful Rural Development Program.

It is true, of course, that nationwide we are rapidly becoming more urbanized. It is also true that the most spectacular industrial transformations have been in the small rather than the large urban centers. These startling changes have been based largely upon the expansion in industrial production which has come about in response to a number of phenomena such as population increase, mobility of labor, suburban migration and improved highways.

These are some of the forces that have helped to encourage the search for new plant sites in communities, many of them essentially rural communities, where none existed before. Also the need for industrial dispersion as a means of reducing vulnerability to military attack lends impetus to the movement.

#### Examples of Rural Industry Development

The discussion group agreed to the premise that the need for additional gainful employment in rural areas is clearly indicated; and that solutions to many of the problems of underemployment in rural areas are to be found in the creation of new income sources, among them, rural industries.

Participants in the discussion related their experience in planning and carrying out rural industrial development projects. In Georgia, a successful State-wide rural rehabilitation project, begun in 1943, was cited as evidence that an organized effort, carefully planned and executed with vigor and determination, will accomplish worthwhile results. In the past 6 years, the Georgia project has helped plants in rural areas with total assets of \$140 million. These plants have annual payrolls of \$74 million and provide employment for 25,000 people.

About 100 rural communities in Georgia have formed their own industrial development organizations, financed and operated by farmers, businessmen and civic leaders. The group noted with interest that the Georgia program minimizes the use of financial inducements in seeking and developing rural industries. A similar approach is under way in Alabama.

In a North Carolina low income farm area, community effort succeeded in organizing a small industrial development association. A women's lingerie manufacturer was induced to build a plant in the area which employs 300 people. A study of farm enterprises in the area showed that poultry production could be increased advantageously. A poultry processing plant and four hatcheries were established less than two years ago. These have had gross business to date exceeding three million dollars. Two principal points in the successful development of rural industries in this area were noted:

Industry from outside the community was welcomed.

The rural residents carefully assessed their needs and limitations, then sought industries best adapted to and most needed in the areas.

#### Arkansas' Industry Program

In Arkansas, several years of organized community effort, patterned after the plan utilized in Georgia and aimed at providing additional income opportunities, has resulted in creation of the Arkansas Industrial Commission. It was emphasized by an Arkansas participant that rural industrial development is a necessity for providing income opportunities for Arkansas farm families displaced by farm mechanization.

The Arkansas program is aimed at preparing every rural community for small industry development. A "Community Accomplishment Contest" is aimed at making communities better places to live. Physical, moral and spiritual values are inventoried. Labor surveys and plant site surveys furnish information needed for planning and for selling the community as a good potential location for industry. Attractive brochures are used to tell the story of the communities' advantages. Arkansas communities are also assessing their financial resources in order to measure their own capacity for financing plants.



## Factors Affecting Industry Development

Members of the group cited those factors which have important effects on successful rural industrial development. These guidelines were developed:

1. Churches, schools and health organizations play an important role in rural industrial development. A community which lacks these services and facilities is not ready to seek or develop rural industries. Therefore, community improvement, making the area a better place to live and work, is a necessary prerequisite.

Churches are eager to assist in Rural Development work. A church spokesman in the group commented that "the development of industry in rural areas is one of the most hopeful things for rural church life in America."

2. An area must inventory what it has to offer and make this information available to firms which may be interested in locating plants. One participant with successful experience over several years in this field of work expressed it in this way: "We have got to let people know what we have in terms of human resources and material resources. We must evaluate our resources carefully, then concentrate our efforts in the direction that our realistic appraisal tells us holds the greatest promise of success".

3. Working with key individuals is the secret to successful rural industrial development. It is important to get the interest of persons who have the motivation, the incentive, and the skill and determination. "Building from within" is a tried and proven technique which emphasizes discovery and utilization of skills and resources of local residents.

4. A comprehensive plan for community growth and development is necessary as a framework of reference for planning and in obtaining the support of the community businesses, institutions and individual citizens. Such a plan should assure, among other things, that public facilities will be adequate for expanding commercial and industrial activity and for a growing population.

The need for planning medical and health facilities is sometimes overlooked. State and county public health agencies should be brought into the planning. The Division of Rural Health of the American Medical Association can also be of assistance.

5. A community must be willing to recognize and accept the inevitable changes which rural industries bring to the community. If the development is as successful as its planners hope, it will ultimately attract new residents. Not all rural communities have proven themselves willing and able to assimilate outsiders.

6. In weighing the various rural industrial alternatives open to it, a rural community should give primary attention to the size and continuity of payroll rather than to size of plant. The largest plant in terms of

capital investment may provide less income to the area than others requiring smaller investment outlays.

7. In considering the kinds of industries small towns should try to attract, it was the consensus of the group that differences in industries, communities and people are important considerations. The problem is to diagnose the differences, determine those of primary significance and pursue the objective on basis of the diagnosis.

8. Industries which can be founded and operated successfully only through subsidization in the form of tax grants, free rent or in other ways are not soundly based. If industry is desired on a permanent basis, as it usually is, extraordinary concessions and subsidies should be avoided.

9. The community should seek industries adapted to local needs and resources. Generally, these will be small businesses rather than branch plants of large corporations. Several participants commented on the questionable desirability of seeking plants connected with the national defense effort. Goals must be tailored to capabilities.

10. Possibilities of developing plants to process, package or fabricate locally-produced agricultural and other raw materials are sometimes overlooked. Frequently it is such industries that are best suited to the community. In addition to providing employment, they also provide a good market for locally-grown products.

11. There is a need for basic industrial training in rural high schools to prepare farm and rural youth for industrial work. The group recognized that this need can not be met quickly, that many areas must proceed with programs for rural industries in keeping with their present skills and training.

12. Small rural industries requiring limited specialized training are being established successfully in many rural communities which have little or no vocational training facilities. For example, a lingerie plant in rural Carolina began operation a year ago with only three persons from outside the community. The employees are local people who have never worked in industry and have no special vocational training. The plant is operating at full capacity, with fewer than two percent "seconds" and "rejects."

The point is that lack of vocational training in an area does not necessarily preclude rural industrial development. The important factor is the ability and willingness of people to learn new skills.

#### Conclusion and Summary

The group concluded that it was desirable that communities suffering from underemployment in agriculture have soundly-based rural industries of a size and nature to utilize local resources. The industry must be of a type that will satisfy the needs and desires of the community; it must be an industry the community can and will support. The community must prepare itself for the job of

rural industrial development through self analysis, self improvement and an inventory of assets and needs. While the primary effort must be made by the rural residents themselves, successful rural industrial development requires cooperation and active assistance at local, State and national levels.

(Note: During the discussion a 16-mm sound film was described which will soon be available through local electric companies. The film tells the story of how a rural community can prepare for rural industrial development. Various steps that must be taken to attract and development industry are shown. For information, write Edison Electric Institute, 750 Third Avenue, New York, New York.)

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### GROUP III: "FORESTS AND FOREST PRODUCTS-- AND RURAL DEVELOPMENT"

Chairman: Dr. Richard E. McArdle, Chief, U. S. Forest Service

Panel Members: Dr. Ernest J. Nesius, Associate Director, Extension Service, Kentucky; Vance Miles, Jr., Manager, Division of Forestry, Gulf States Paper Corporation, Alabama; J. H. Nicholson, Vice-President, Hassell and Hughes Lumber Company, Tennessee; Dr. Maurice K. Goddard, Secretary, Pennsylvania Department of Forest and Waters; Richard L. Craigo, Wilson Lumber Company, Arkansas

Dr. McArdle stressed the importance of forest land in the Rural Development Program. He pointed out that in the 73 counties and areas now covered by the program, 52 percent of the land is forested. In 33 counties, more than two-thirds of the land area is in forests. Of these, 21 counties have forested areas embracing 67-79 percent of their total areas. Twelve have more than 80 percent of their land area in forests. Any development program in these counties would be starting out under a handicap if 50-94 percent of the land area were ignored or given a place of minor importance.

Dr. McArdle stated that the problems incident to the full utilization of forest land, especially in small ownerships, were not peculiar to the Rural Development Program. He quoted figures from the recently published Timber Resources for America's Future to show that 60 percent of all commercial forest land in the United States is in small ownerships, and that, in general, forestry practices on these small woodlands are poorer than for other classes of ownership.

#### Encouragement of Forest Development by Pulpwood Industry

Mr. Miles outlined what the private pulpwood industry of the South was doing and could do to help increase the income from forest land. He stated that during the past 10 years the pulpwood industry had given over 300 million free seedlings to independent landowners. Also, the industry now has available



more than 1000 foresters, of whom 142 devote full time to the task of "helping to grow trees on the other man's land."

The pulpwood industry's biggest contribution has been its creation of a ready market for pulpwood. In 1956, \$405,000,000 was paid for pulpwood delivered to its mills. It now operates 625 outlying concentration yards, at least one of which is within easy reach of most forested areas. In counties with large quantities of pulpwood not now being marketed, development committees should contact the nearest pulp mill to see if mutually agreeable arrangements could be worked out to market this material.

#### Importance of Wood-Working Industries

Mr. Nicholson told of the contributions the sawmill industry could make. Most of the profits from trees comes from manufacturing logs. But few counties in which the trees grow carry the processing beyond the log stage. Local committees should explore the possibility of having small wood-working plants, such as chair factories, installed, thus increasing local income from existing forests. State foresters or local offices of the Small Business Administration can help any local committee interested in this phase of the job.

#### National Forests as Source of Income

Mr. Craig told of the contribution now being made to local economies by the national forests, not only in cash returns to the county, but also in the opportunities for local employment and for engaging in the timber sale business. Over many years, he has been purchasing and cutting trees from the national forests and selling his logs to local sawmills. This can be built into a sizable business wherever national forest land is located. The nearest supervisor or ranger should be contacted by the local committees for further information.

#### Technical Assistance From Foresters

Dr. Goddard told of the contribution State foresters of the nation could make to the Rural Development Program. Farm foresters, cooperatively employed by the Federal government and the States, can be of assistance in finding immediate markets for forest products. They also are available to give management advice so that the forests will continue to contribute to the economy of the local areas over the long pull. The nearest State forest officer would be glad to work with any local committee in the Rural Development Program.

#### General Discussion

In the discussion from the floor, these points were made:

1. We need to intensify our research efforts in order to find a use and a market for the low-grade material now covering much of our forested areas.
2. A shortage of forest tree seedlings is holding up reforestation.

3. The type of work now being done by the State farm foresters and the industry foresters needs to be expanded.
4. Education through demonstrations has proved its worth, and more demonstration of good forest practices is needed.

Dr. McArdle summarized the meeting by suggesting that local Rural Development committees act as architects and prepare a blueprint for all agencies to follow in their efforts to improve the economies of the local communities. This will bring better results than if each agency or group prepares its own blueprint without regard to what others are doing.

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#### GROUP IV: YOUTH ORGANIZATIONS AND BOYS AND GIRLS CLUBS

Chairman: Howard McClarren, Chairman, Inter-organization Committee on Programs for Rural Youth, and Director, Youth Education, American Institute of Cooperation

Mr. McClarren opened the discussion. What the youth of America think and do, he pointed out, is of supreme importance. We want to uphold and strengthen our democracy, but we will have to show them a democracy that works. We want them to look to the future with courage and hope and spiritual strength, but we must show them a real future that offers something to work for and believe in.

If we fail them, we take the consequences. In other countries, confused and bewildered youth have furnished the ready material for vast anti-democratic movements in which young and old have sold their fundamental rights for a mess of pottage. In this country we believe that human personality and human rights are sacred. But to be true to itself, democracy must labor to create the conditions under which individuals may reach their full human stature. Disheartened and idle young people cannot help but add to the danger of destroying the very thing we want most to preserve. The problems of youth demand immediate action.

In addition to great institutions such as the family, the school and the church, we have formed many youth groups to help them with their problems and to help them be better citizens in their community. Certainly these youth organizations can make a fine contribution in helping people in underdeveloped areas.

In this Conference, Mr. McClarren continued, it is important to concentrate particularly on what private organizations and citizens are doing--and can do--to help on Rural Development Programs. How can the various youth organizations and boys and girls clubs become effective parts of the county and

area programs, as part of the team working with local leaders? He cited rural youth organizations that might be functioning in a Rural Development county:

Rural Scouts--Boys and Girls	Junior Red Cross
Camp Fire Girls	Rural Church Youth Groups
4-H Clubs	The regular School Clubs:
Future Homemakers of America	Science Clubs
Future Farmers of America	Civic Clubs
New Homemakers of America	Dramatic Clubs
New Farmers of America	Foreign Language Clubs
Juvenile and Youth Granges	Young Democrats
Farm Bureau Youth	Young Republicans
Junior Dairymen's Cooperative League	Farmers Union Youth
YMCA	Junior Boards of Directors
YWCA	of Co-ops

Membership in youth organizations in underdeveloped rural areas is smaller than in other areas, because:

- a. It is more difficult to get leadership.
- b. Boys and girls cannot afford what it costs to belong and participate.
- c. Youth must work during their spare time.
- d. Youth and parents are not motivated or they see no values in belonging.

#### Experience with Youth Programs in Pilot Counties

Several participants in the discussion reported on special youth projects and studies going forward in local Rural Development programs.

Errol Hunter, Assistant Director, Oklahoma Extension Service: The health, education and welfare committee in one pilot county assisted teenagers in establishing their own employment service. Four-H Clubs have programs on careers in agriculture and home economics. And young people are serving on Rural Development committees in the State's pilot counties.

Foy Helmes, Alabama Extension Service: Plans are being made to promote social and recreational activities in the counties; a survey of youth needs has proved helpful in this planning.

John E. Hutchison, Director, Texas Extension Service: A survey made in one pilot county showed that high school senior boys preferred non-farm occupations in the area. The survey also revealed that high school senior boys and girls both believed industrial expansion in the area was being held back by lack of local leadership. The report recommended these changes: (1) improved education, (2) more vocational training in subjects other than agriculture, (3) improved public relations programs and (4) increased emphasis on part-time farming.



## Vocational and Guidance Programs for Rural Youth

James L. Patton, Director of Vocational Agriculture in Kentucky, made the following suggestions for a comprehensive program of aid to youth in underdeveloped rural areas: (1) Youth should be represented on development committees, and inventories made by the committees of youth needs. (2) Vocational schools should be expanded to meet the needs of youth who do not finish high school and adults wanting to learn new skills. (3) Guidance and counseling programs need to be an integral part of school programs.

Teaching industrial subjects in remote rural areas can be done and is succeeding. Young people leave the area but with skills to earn an adequate income--and they send much money back to their home communities.

### Helping Youth Through the Rural Development Program

Rev. Keene Lebold, Minister, Monroe County, Ohio: Local program leaders should emphasize workshops and discussion groups for youth, and encourage them to belong to some group. It is important to prepare young people for living in any community, rural or urban.

George Foster, Tennessee Extension Service: Youth and its needs have sometimes been considered last in planning Rural Development Programs. We need to involve youth in planning and development activities; utilize programs to train in decision making. What is learned in pilot counties should be used in other areas as well.

William Miller, Ohio Extension Service: At present few youth organizations are reaching low income youth, and some organizations are reluctant to change methods to meet changing conditions. Agencies and organizations do not fully understand the needs and problems of low income youth.

Through work with parents and community groups, we should encourage participation and leadership among young people. Youth should be challenged, shown opportunities, encouraged to obtain adequate education.

### Summary of Discussion

In summary the principal findings of the group were:

1. Youth should be brought into the Rural Development Program, principally through participation in planning and programs that affect them directly.
2. All young people should have an opportunity to take part in the activity of some youth organization.
3. At present, youth organizations in low income rural areas are not reaching many of the youth. They need to redirect their efforts to reach more young people. Also, many organizations dealing with youth need to redirect their work in order to meet the changing needs of rural youth, in view of changing local and national conditions.

4. More counseling is needed among young people regarding careers and opportunities. Leaders should be trained to work with youth in planning for careers related to agriculture.

5. Vocational training should be greatly expanded in rural areas to include training in non-agricultural skills.

(Excerpts from Source Material Used by the Group)

1. Approximately 65 percent of rural boys and girls must leave the farm, as there are not enough farming opportunities to go around. Ninety percent will not be able to locate on a Class III farm (\$5,000 or more gross income) or better.
2. About 51 percent of the high school youth have guidance and counseling service available through the schools. These, however, are in only 28 percent of the schools. This means that the small schools have very little, if any, counseling or guidance.
3. Present high school guidance programs are largely geared to choice of college.
4. Fifteen thousand new jobs for college graduates are created in various agricultural fields every year, but our Land-Grant Colleges graduate only 8500 students to fill the openings.
5. There are over 30,000 different ways to make a living. Rural boys and girls have less opportunity to explore these than do their city cousins.
6. An adequate program of vocational guidance in rural areas should include, at the least:
  - a. An understanding of the world of work as a whole, occupational classifications and distribution, fluctuations in the labor market, and job outlook for the near future.
  - b. Opportunity for self-appraisal.
  - c. Opportunity to study intensively a limited number of occupations.
  - d. Opportunity to make a tentative choice of occupation, with one or two alternatives, and to make a careful study of each of these.
  - e. An understanding of the essentials of a job description and the kind of life that goes with the job.
  - f. Familiarity with the location and procedures of various placement organizations (particularly the local office of the U. S. Employment Service).
  - g. An understanding of how to apply for a job and how to conduct oneself on the job.

7. Eleven and a half million of the nation's school age children and youth are enrolled in rural schools. Another 2 million are classified as rural youth, though they attend "city" schools.
8. Rural schools educate 43 percent of the school population with 38 percent of school funds. Scattered population often means per-pupil cost of education is higher. The farm population (which does not comprise the entire rural population), with only one-eighth of the national income, rears and educates one-fourth of the nation's children.
9. The rural youngster who migrates has the special problem of adjusting from a small, closely knit social group to one of substantially different background and values. And there are other problems. The rural youth's training, while quite adequate in many areas of living, may not have provided him with the necessary skills for competing successfully in an urban labor market, particularly an industrial labor market. And there is evidence that the rural youngster succumbs to disease in urban climates more readily than his urban cousin.
10. A recent survey by Arthur Jones and Leonard Miller, reported in the February 1954, Bulletin of the National Association of Secondary School Principals, shows that the ratio of full-time counselors in large communities to those in smaller communities is approximately 4 to 1.
11. Even with cars and improved roads, many rural youth are immobilized after they return home from school. Increased leisure time and improved communications have made young people more aware of their isolation and have stimulated their desire for more social life. Crime in rural (mainly rural non-farm) areas is increasing at a more rapid rate than in urban areas, making it important not to overlook any possibility for improving the situation. (In a recent year, 1953, according to the annual report of the Federal Bureau of Investigation, rural crime increased 9.6 percent over the preceding year--more than twice the percentage increase in city crime.
12. According to Dr. Paul Whitty of Northwestern University's School of Education, about half of the gifted children in elementary and secondary schools live in communities too small to furnish them with special facilities and programs to develop their abilities.
13. At least 80 percent of the current shortage of qualified teachers exists in rural schools. Half the rural teachers today earn below \$2484 a year, compared to an average annual salary of \$3605 for all classroom teachers.

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## GROUP V: RURAL SOURCES OF INCOME--TOURISTS, SCENIC AND RECREATIONAL

Moderator: Dr. Frank W. Suggitt, Head, Resource Development Department, Michigan State University, representing National Association of Travel Organizations.

Panel Members: Gordon H. Turner, President, Association of Southeast Park Directors; William M. Hay, Field Representative, National Recreation Association; Merle H. Tucker, Director, New Mexico State Tourist Bureau.

The discussion centered on sources of income which might be provided in rural areas by developing existing resources or establishing new resources through the coordinated action of community leaders and rural area residents. Many methods were suggested to use in increasing income by providing goods and services for the vacationing public.

### Tourism of Major Interest to Rural Areas

Tourism is a big and continually growing industry. Annual expenditures are in the range of 15 to 30 billion dollars, with capital expenditures of over 50 billion dollars. For example, in Michigan the tourist industry outranks all others in two-thirds of the counties. A share in the economic benefits to be derived from tourism and related recreational and commercial activities can give a tremendous boost to the growth of rural communities.

Factors influencing development of the tourist industry nation-wide are: Increase in national population; in time available for travel and recreation; in national income. These factors, combined with continual improvement and expansion of transportation facilities, contribute to a new awareness and opportunity for travel for a major part of the Nation's people.

### Successful Tourist Promotion

Vision is essential if the value of tourism in local community economic growth is to be realized. Willingness to act must be present or the best-laid plans will gather dust. Understanding the growing demand for tourist attractions is necessary as a framework within which to assess local resources and potentialities. And knowledge of what the local area and State as a whole have to offer can form a base on which to build a tourism program.

Advertising media to inform potential tourists of local attractions must be reviewed and selected.

Energetic leadership, combined with sound organization, is essential to ensure progress in State and local programs to attract tourists. Participation in programs to attract tourists should not be limited to a few State and local leaders. They must include the effort and understanding of all community interests.

Tourist development is quite similar to industrial development in that it involves, essentially, a job of market analysis. The product upon which the tourist industry is based includes natural resources, along with other distinctive developments. It is things to do and see; it is the means of getting there and back. It is all the services and goods necessary at the terminal point, in transit and before the traveler leaves home. From the rural community point of view the product is the unique assortment of things and activities which can be sold to tourists.

Each community or area committee should ask, "What do we have to offer, and how can it be sold?"

Every rural area should study what it has--take an inventory--quiz the community visitors as to what they like, what they want and what can be done about meeting the needs.

### Getting the Job Done

Someone must take the first step. In many cases, an inspired editor or chamber of commerce secretary or someone moved ahead and dragged the rest of the community along. However, the importance of organizational help from trade associations cannot be over-emphasized.

Primary responsibility for developing and carrying through a tourist program rests on the local community and its members. In turn, State planning and development agencies stand ready to guide rural leaders in their attempts to establish new income opportunities through tourist attractions. The Federal government can provide statistics and other material useful in supporting State and local efforts.

A grass-roots approach holds the greatest promise of success in this field, as in others. If the local community is not interested in self-improvement, it should not be imposed from above. But State and Federal agencies can and should point out the benefits rural areas can obtain through development of tourist potentials which otherwise might go unnoticed.

Community-sponsored activities cited as illustrations:

Cass City, Mich.: A community park and swimming pool were the principal attraction drawing a 400-job industry to the town of 1600, and the basis for an annual Christmas pageant which draws some 20,000 visitors.

Holland, Mich.: Tulip Festival.

Traverse City, Mich.: Cherry Festival.

Education is an essential ingredient in a successful tourist development program. This educational process must originate as closely as possible to the rural inhabitants, especially through institutions or agencies which they have established or with which they have frequent and favorable relations.

## Improving the Product

Most rural communities have an extremely low standard of tourist service. High standards of appearance, neatness, cleanliness and fair pricing must be maintained. Some shoddy merchandise is being put on the market. New construction may be unattractive and not durable. It will detract from a community's other assets. Existing structures and facilities may need to be upgraded and modernized. This requires educational assistance and the work of a well-policed local trade association.

## Projects to Attract Tourists

With imagination, ingenuity and a close look at what other communities are doing to attract travelers, local groups should find many projects with which to draw tourists and thus help bolster rural incomes. Examples were cited of what many communities already have tried successfully:

Facilities for recreation and special events. Not only are opportunities for healthy recreation good for local people but also they serve to attract persons from other areas as well. Recreation facilities have demonstrated their value as an attraction to new industry. Companies seeking sites are especially interested in what a community has to offer in the way of cultural and recreational amenities.

Development and sale of local crafts. Numerous communities have stimulated creativity among their rural population in fabricating such items as hooked rugs, cane-bottom chairs and patchwork quilts for sale at roadside stands or in local souvenir shops. In addition, speciality foods, such as country hams, provide opportunity for expanded rural incomes, as well as putting local areas "on the gastronomic map." Home project demonstration training, sponsored by private organizations, offers an excellent source of guidance for farm families in developing creative skills. Special instruction books have been prepared in several States and are proving helpful in home project training programs.

New uses for existing marginal or played-out industries. Many dude ranches, especially in western States, were once active ranching enterprises which found it increasingly difficult to remain solvent. In a number of mining communities--for example, an old copper mine in Michigan and a former zinc mining town in New Jersey--exhausted mines have been opened to the public. For a fee a tourist can put on a miner's cap and explore the shafts where ore earlier had been recovered.

Retired people seeking permanent homes. Retirees represent a substantial source of income for communities in which they establish homes. They might be considered "permanent tourists", since they are no longer working, at steady jobs at any rate, and usually have fairly secure retirement incomes.

Therefore, an important "cash crop" to bring into any rural community is people who retire or maintain country homes. This opportunity to build up the local economy will greatly expand in the years ahead, as numbers of older people increase. More older people will be retiring with income to spend from



pension plans and social security incomes. Such families want pleasant surroundings and attractive, progressive communities. Whatever is done to appeal to tourists by bringing out the scenic and recreational advantages of a community or area will usually help in attracting those who are retiring or who may wish to establish a country home.

Homes of Unique Interest. Quite a few tourist attractions come to light largely by accident. For example, rain threatened to wash out the annual garden tour in Natchez, Miss., some years ago. It was decided that if visitors could not go through the local gardens they could at least look through the pre-Civil War houses themselves. In this way, Natchez initiated tours of the city's interesting ante-bellum homes, thus establishing a tourist attraction of considerable interest throughout the "Old South".

Use of farm resources as tourist attractions. Farmers are discovering that right under their noses they have resources capable of attracting tourists. Well-stocked farm ponds provide excellent fishing opportunities, while lakes and woods offer duck and wild-game hunting which enthusiasts will drive many miles to enjoy. Local people can serve as guides for fishing and hunting, raise bait for fishermen and make curios out of native materials for sale in souvenir shops.

Another source of rural income is the farm home itself. Numerous rural homes have rooms to spare, are located in attractive surroundings and provide the type of restful, comfortable living many urban people long for. Farm vacations are proving extremely popular as their possibilities become known to tourists and farm owners alike. Farm homes also make fine living quarters for hunters during season, and their use for this purpose is adding to the income of rural families in many areas. Many examples of individual effort by rural people and families were mentioned by the group:

- (1) Farm vacations: Joe Bachunas started a vacation farm in southwestern Michigan which grew into one of the area's outstanding resorts.
- (2) Sale of hunting rights: Ivan James, in northern Michigan, provides food, lodging and hunting for hunters at 100 dollars a week per person on what had been a sub-marginal farm.
- (3) Sale of fishing rights: Robert Sherwood, near Flint, Mich., can park more than 100 cars by his lake. He charges ten dollars a year membership rights for fishing.
- (4) Room and board for deer hunters brings in about 10 dollars per person for at least one-half the farm families in northern Michigan.
- (5) Provision of tourist and recreation services and supplies: Motel construction and operation, and souvenir factory at Frederick, Mich. employs over 100 people from at least a 50-mile radius.
- (6) Service employment: Over 450 people are employed in 9 winter sports parks in Otsego County, Mich.; there was no such employment 10 years ago.

- (7) Industrial hunting and fishing lodges and camps: One example where an annual \$60,000 payroll is left in the community, along with an approved landing strip.

### Effects of New Highway Construction on Tourist Industry

New road building, especially super-highways such as are being constructed under the Federal Interstate Highway Program, will be extremely effective in making this country "smaller". Travel time between many points will be reduced sharply. In addition, areas formerly inaccessible will be opened up to travelers, thereby making it profitable to develop new tourist attractions.

Restrictions on advertising along these limited access superhighways may prevent persons passing by from learning about attractions in the vicinity. To counter this, New Mexico reportedly is considering building turn-offs along that State's sections of the interstate highway system. At these locations, special signs will indicate what scenic and other attractions are situated within a 50-mile radius.

However, superhighways will draw off much of the through traffic, travelers not really interested in tourist attractions. At the same time, secondary highways will be benefited by lightened traffic, and will gain in favor with people actually out to see these attractions.

### Advertising is Important

Advertising will play a more important role in the future in informing the public of tourist attractions in various regions, States and localities. After a community finds out what it possesses, what its potential market is, it then must tell the world. This requires a concerted merchandising program by the individual operator, by the resort area or community, by the county or regional organization, at the State level and beyond, to the national and international levels.

Unless the tourist, in planning his forthcoming trip, knows what points of interest lie within a given area, he will be apt to miss them as he speeds from one known attraction to another. Much of what lies along his route will be lost to him and, in consequence, his tourist dollars will be lost to those untouched communities.

For this reason, especially in view of growing competition from advertising published by other communities and States throughout the country, individual localities will have to make increased efforts to let the public know what attractions they have to offer. Common carriers are usually anxious to cooperate in advising how best to bring local attractions to the attention of potential tourists.

Care should be taken in preparing tourist advertising to make certain it measures up to the intellectual maturity of the people for whom it is intended. Frequently, tourist ads talk down to the public. This can only result in failure to realize the full value of a well-written advertisement.

## What Local Residents Can Do

In conclusion, the group observed that unless the tourist feels at ease in a community and experiences no difficulty in finding local attractions, he won't stay long. And certainly on his return home he won't tell others what the community he visited has to offer.

Recognizing this, the extension service in Houghton, Mich., for example, set up short courses for young people to aid them in guiding tourists and making them feel pleased they stopped for a visit. Before a youngster in Houghton is considered qualified for work in a summer resort, he must prepare a map indicating all significant local tourist attractions and must possess a certificate showing he completed the training program.

New Mexico has established a number of tourist guidance schools for the same purpose. Understandably, if local people appear unaware of interesting sites visitors can hardly be expected to show enthusiasm about the community.

Above all, local people should demonstrate their friendliness to all comers, whether they appear ready to stay an hour, a week, or longer in the community. Good feelings and courtesy are contagious. They also are the best advertisement any State or community can have.

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## GROUP VI: THE ROLE OF VOCATIONAL EDUCATION IN THE RURAL DEVELOPMENT PROGRAM

Chairman: James L. Patton, State Director of Vocational Education,  
Frankfort, Ky.

This discussion group had representatives from education, agriculture, business, health, resource development and universities.

Mr. Patton opened the discussion by citing some problems and conditions in his area: Sixteen thousand children who should be in school are not; many are forced into the pattern of the school system in order to get full curriculums; many leave the area to seek opportunities elsewhere; many drop out between the 9th and 12th grades. He mentioned the tremendous growth which must be made in the labor force; the great increase in need of skilled labor. He posed the quest, "What is our responsibility and what is our role?"

### Contribution of Vocational Agriculture

A vocational agriculture teacher from Hardin County, Tenn., told how he had assisted farmers by teaching them to adopt and carry out many improved agricultural practices which resulted in greater production; these included reforestation, securing better livestock and carrying out of soil conservation practices.

He also pointed out he had advised many farm boys enrolled in vocational agriculture classes to prepare for jobs relating to agriculture which would provide full-time and part-time employment after they graduated from high



school. He said farm boys who received training in vocational agriculture while in high school were in demand for jobs such as reporting agricultural news for radio stations, selling and repairing farm equipment, selling insurance to rural people, working in stockyards and serving as salesmen for general farm supplies.

Paul Grey, Executive Secretary of the National Association of Future Farmers of America, said 450,000 farm boys are now enrolled in vocational agriculture classes in the nation. Teachers of agriculture have a challenging task of training present and prospective farmers. They provide organized instruction in broad areas of learning: farm mechanics, livestock and crop production, farm management and leadership development.

This training program is unique in that the instruction provided in the classroom results in farm programs being developed and carried out by the student on his home farm. The teacher makes many visits to farms to assist in carrying out practices and helping the students to become established as farmers.

#### Educational Improvement in a Kentucky County

Paul Hampton, Superintendent of Schools, Butler County, Ky., said it is the duty of the public school system to provide instruction and guidance to all youth. The teachers of agriculture and home economics of the public schools have an excellent opportunity to serve the needs of rural people in helping them to have a high standard of living.

Mr. Hampton described some of the things being done in his area to improve training: Schools in Butler County are becoming consolidated which has resulted in better and more efficient instruction. The rural people of Butler County and surrounding counties are being taught skills in farm mechanics, which has resulted in modern homes with modern conveniences. This instruction has been provided principally by the area vocational school serving Butler and surrounding counties. A first grade teacher in the county was taught to do counseling. Her work is expected to reduce number of drop-outs. The old one-room schools in some communities have been converted into beautiful community centers. A plumbing school was taught in one community. Now 80 percent of the people have running water. Farmers were taught how to do the plumbing and they put in their own water systems. The board of education made a labor survey to get a factory located in the town. The typing class in the school did the typing on this survey.

However, Mr. Hampton added it is difficult to provide modern school facilities in low income areas. In his county, for example, there is a need for 30 additional classrooms.

P. F. Ayers, representing the Council of Southern Mountain Workers, Inc., pointed out the importance of training adults of the Appalachian region in handicraft skills. Older people are more content and have a feeling of independence and being worthwhile by being able to produce a salable product from the natural resources of the area in which they live.

## Community Interest Leads to Better Standards

There followed a lively discussion on curriculum enrichment to give schools greater attractiveness for students. It was emphasized that a high percentage of 16 and 17 year old youth are not in school. It was agreed that this was true because of lack of interest on the part of parents.

A good educational program usually results when all the people become involved and interested. It was the consensus of the group that community leaders had a responsibility to develop training programs to meet the needs of all. "We must be willing to reach down to our fellowman for he is of infinite worth," said one participant. In many cases, he can be helped to provide a better standard of living for himself and family.

Dean Lyman E. Jackson, Pennsylvania State College of Agriculture, said that colleges of agriculture throughout the nation were providing short courses of instruction for rural people. Penn State offers a two-year course for those interested in farm-machinery services and sales.

Guidance and counseling for individuals and their families was stressed as being important and imperative in a sound educational program.

It was emphasized by the group that services of vocational education are providing programs for large numbers of people who in many cases would not profit by an academic type of training. Many school administrators across the nation have a false conception of vocational training. Some seem to believe that this type of training program is for students of low mentality only.

### Chairman's Summary of Discussion

In summarizing the group's discussion, Mr. Patton said:

1. A well organized, adequately financed guidance and counseling program for both in-school and out-of-school people is a prerequisite for a sound educational program.
2. All local educational institutions should provide a well organized and carefully planned curriculum to meet the needs of pupils enrolled.
3. Educational programs need to be designed to meet the specific needs of all age groups.
4. Adult education programs for a community should be planned with the assistance of local people who will participate in the training program.
5. Public relations programs should be developed which emphasize the high calling of teaching.

Some members of the group also expressed the opinion that public support should be developed for Federal assistance in vocational education programs so that all people of the area who desired vocational training could be served.

Approximately 65 percent of rural boys and girls must leave the farm, as there are not enough farming opportunities to go around. Ninety percent will not be able to locate on a Class III farm (5,000 or more gross income) or better.

Fifteen thousand new jobs for college graduates are created in various agricultural fields every year, but our Land-Grant Colleges graduate only 8500 students to fill the openings.

Industrial leaders say, "We'd like to hire more farm boys." Farming and allied businesses employ 40 percent or more of the nation's 69 million working force.

One of the important problems in this country is the development to the fullest extent of the human resources. This applies to all segments of society and the need is of particular importance to rural families with low incomes.

1. In many rural areas no vocational training is available other than in agriculture and home economics. This may not be desirable in some schools since many of the farm boys will not have an opportunity to become established in farming and will need to seek employment elsewhere. Many rural schools are located in areas where agriculture is the backbone of the economy in the community. Enrollments are small and the curriculum is limited. Consequently all boys must enroll in agricultural classes in order to graduate.
2. Some States provide area vocational schools on a county, tri-county or district basis, in which boys and girls can get special training in fields not provided by local high schools. More schools of this kind are needed to fit rural youth for useful employment in business or industry. Such programs would be of material value in improving the employment opportunities for rural youth who live on small farms. (The March 1958 issue of Farm Journal contained an article "The Kind of School We Need Everywhere," describing Louisiana's program of area vocational schools. Twenty-seven of these are now in operation, many of them in rural parishes.)
3. It is generally agreed that the most successful vocational training is provided just before the trainee enters employment in his or her chosen field. Consequently, many schools provide instruction for out-of-school youth and adults who are in need of the kind of training which can be provided best in organized classes. Vocational education is intended to meet the training needs of persons who are preparing for employment and to supply extended training for those who are employed.
4. School administrators are being pressed to inaugurate programs that would attempt to make scientists and mathematicians out of all secondary school students. Fortunately, most school administrators will have the wisdom and courage to maintain a sound educational program



that takes into consideration the talents, interests and abilities of all students.

This nation has no need for millions of people with a "smattering" of science and math, such as they would have if every secondary school in the nation should suddenly make courses in these fields compulsory for all.

5. We recognize that we do need many people who are able and talented to become outstanding scientists and mathematicians. Guidance counselors have an important role to play in selecting students best fitted for these fields.

By the same token, we need many other people who are vocationally and technically trained to put into practice the results of research and scientific development in improving our standard of living. This applies to business, to industry and to agriculture.

Thus if the Rural Development Program is to make a contribution toward improving the standards of living of low income groups, the aptitudes, interests and abilities of the individuals and of the areas concerned must be utilized to the fullest extent.

6. In rural areas there are many opportunities for training in apprenticeable occupations. Apprenticeship is a planned, organized method of developing skilled mechanics through organized on-the-job training supplemented by adequate classroom instruction in technical information.
7. There is need for information which will furnish each individual factual data about available occupational opportunities and the requirements of those opportunities based upon national, regional and local data.
8. There are broad opportunities for women in rural communities for which there should be vocational training. These include: a. homemaking and wage earning. b. practical nursing. c. care of the aging.

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GROUP VII: SERVICE AND CIVIC CLUBS AND  
RURAL DEVELOPMENT

Moderator: A. Z. Baker, President, American Stockyards Association,  
Past President, Rotary International

In opening the discussion, Mr. Baker said although members of service and civic clubs, for the most part, live and carry on their businesses and professions in urban communities, tremendous developments in production, processing, transportation, distribution and communication, in recent years, have widened trade territories and vastly emphasized the interdependence of rural and urban people.

There can be no doubt about the need for mutual understanding of the respective roles of those engaged in agriculture and those who provide goods, services and markets for their products. There can be little doubt about the value of mutual assistance and cooperation between members of service and civic clubs and farmers, in the development of rural resources.

Rotary Clubs function in nearly 10,000 separate communities in 108 countries and geographical regions of the world, about half of which are outside the United States. Conditions differ so much that it would be difficult to undertake any particular program of universal or even wide application or interest. Rotary International encourages the individual, and largely autonomous, clubs to undertake specific projects designed to further the object of Rotary in their particular communities and business and professional relations.

The Board of Directors of Rotary International recognizes that the promotion of better relations between rural and urban people of the world is a worthwhile activity for clubs and will aid in accomplishing the objectives of Rotary International. The Secretariat of Rotary International serves as a clearing house in regard to this matter.

Rotary Clubs have undertaken a great number and variety of projects for the development of understanding of the problems and the interdependence of rural and urban people; the development of better personal, business and community relations between them; and the development of the natural and human resources of the rural-urban community.

Most Rotary Clubs are in smaller communities. The average size of the clubs is about 47 members. Rotary Clubs are encouraged to survey the needs of their respective communities, including not only the urban community, but the wider and widening rural-urban community; and to promote activities participated in by all organizations and individuals in the community to improve social and economic conditions.

Where there are existing organizations through which they may function, Rotary Clubs and Rotarians will generally join with others in the accomplishments of these objects. Where necessary, they may initiate and carry on specific projects until they become truly community wide. Always they foster mutual understanding and encourage members to participate in these activities.

Rotary Clubs in this country will be interested in this Rural Development Program.

#### Lions International

Clifford D. Pierce, Attorney and Past President, Lions International, said that Lions Clubs recommend membership to farmers in an effort to bring about better relationships between the towns and farm people. Many small town clubs accept leadership in schools, libraries, and in efforts to increase local industry to augment farm income.

To promote Rural Development, civic or service clubs might:

1. Sponsor community meetings to encourage care and dependability of young people on the farms. This training should be helpful when they seek employment.
2. Sponsor thrift plans whereby young men may see opportunities for owning a farm and livestock.
3. Sponsor training schools or forums to train young men how to use and care for all types of machinery and farm equipment.
4. Sponsor a plan through service clubs and rural meetings whereby improvement in the character of our young people may be made, thereby developing a simple loyalty to the work at hand.

### Kiwanis International

Merle H. Tucker, Trustee of Kiwanis International and Head, Agricultural and Conservation Committee, said that in addition to its agricultural development committees, Kiwanis has a vocational committee sponsoring development of skills in the arts and sciences. And all Kiwanis Clubs are interested in conservation.

Kiwanis International promoted Farm-City Week, bringing rural and city folk together. The idea of Farm-City Week has now been widely adopted by other organizations. Kiwanis International has conducted 3400 soil drainage projects. It has provided a total of 600,000 dollars in scholarships extended to 33,000 people, mostly in rural areas. Its vocational guidance committee has conducted 28,000 clinics attended by 515,000 boys and girls. These activities could be expanded by the clubs, and in many instances these and similar activities are carried on by the individual clubs themselves without notification to national organization. Although Kiwanis does not feature Rural Development under that title, it is interested and promotes its activities along the lines of activities of Rural Development.

Mr. Baker said he agreed there is a duty for every service organization to perform without necessarily claiming credit for it. In these service groups, leadership can be provided at the local level where initiative for a self-help program must be developed.

### Ruritan International

Rome Schwagel, President, Ruritan International, stated that Ruritan, like Kiwanis, confines its activities to the United States only. Their local organizations number 800 clubs, with some 28,000 members, located in communities having a population of 300 or less. Ruritan is strictly a rural organization originally established by vocational agricultural teachers in the United States. Rural Development, he said, is "down our alley". Ruritan's objectives and those of Rural Development coincide precisely. A project similar to Rural Development has been in being for three years. Ruritan at the present time is trying to project their thinking to 10 years ahead, and establish goals for Rural Development for that period of time.



## U. S. Junior Chamber of Commerce

Alex S. Curtis, Agricultural Chairman, U. S. Junior Chamber of Commerce, commented that his organization is vitally interested in the Rural Development Program. Many local Jaycees are in rural areas where there is a need for action.

For many years, Jaycees have carried on projects in Rural Development both on a national and a local basis.

The Jaycees believe that the development of the complete person is a goal toward which we should direct our efforts. By bringing rural and urban people together--in contests, competition, programs relating to the problems of either or both groups, in any manner which will make people aware of the problems and thinking of others--we are moving toward bringing the American community together. We are overcoming the idea that there are two separate groups in American society.

The Jaycee Christmas programs--Religion in American Life and our Christmas Shopping Tours for underprivileged children--are participated in by many rural people and children.

The Voice of Democracy program, a speaking contest among high school students all over the country, with national recognition and college scholarships as the prizes, draws thousands of rural high school youth.

Many hundreds of Jaycee locals carry out tractor-driving contests, teenage plowing contests, rodeos, horse shows and many other programs.

The top Jaycee program in the agricultural field is the annual program honoring America's outstanding young farmers from some 12,000 nominees of 1500 local Jaycee clubs. Winners are honored at a gigantic four-day national awards program, held this year in Indianapolis.

However, the greatest contribution of Jaycees toward the goal of Rural Development takes place every day in local chapters in rural areas. Farmers are turned into leaders in their communities. Rural young people are inspired to do something about the problems of their areas through their membership and participation in the Jaycee local. Where people work together for a common cause, the bridge of social, economic and spiritual differences must necessarily be narrowed.

In conclusion, Mr. Curtis said, "The Junior Chamber of Commerce stands ready, willing and able to do its part for this great cause. We have the greatest army of energetic, free talent available in America today."

## How Civic Clubs Promote Rural Development

Stanley A. Harris, Watauga Industries, Boone, N. C., stated that in his locality, Rotary Clubs have organized a "live on and live off" the farm program.

This club has long sponsored projects to select 4-H group leaders. They annually choose a "boy of the year" and give as prizes scholarships to local teachers' colleges.

D. D. Dodd, County Agent, Helena, Ark., said that Rotary in his county has created a better relationship between the rural youth and the business men of the town. The club, together with the local bankers association, sponsors summer camps and gives awards to 4-H club champion projects.

C. W. Bailey, President, First National Bank, Clarksville, Tenn., past district governor for Rotary International and former President, American Bankers Association, stated that his bank was active in developing the local economy of its trade area. He is proud of its accomplishments in financing new industries, cheese factories and a local stockyard. A prosperous agriculture means a prosperous community. His bank originated a program, "four pillars of income". These stand for the 4 seasons and the 4 diversified crops of tobacco, sheep, cattle and wheat--diversified agriculture in a region that once depended upon tobacco economy alone. All civic clubs, if they are active enough, can be a generative force for progress in the community.

#### Encouraging Rural People to Stay at Home

James Burch, Director, Agricultural Extension Service, University of Missouri said the prime responsibility of civic clubs should be to aid in the study of what will encourage rural people to remain in their community. Civic clubs should undertake to study ways to make it profitable for rural people to remain in rural areas.

Edward W. Wolfe, National Director, Rural Scouting Service, New Brunswick, N. J., commented that civic clubs play an important part in initiating economic improvement. Rural Development is largely a self-help problem. The establishment of better citizenship through law and order, improvement of health facilities in the community, improvement in such fields as educational opportunities, better schools, better roads, etc., would be instrumental not only in attracting new industries and new people to a community, but would create an atmosphere conducive to the retention of the present rural population. The scouting movement, by building better citizenship in youth renders invaluable service in this field.

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#### GROUP VIII: NATURAL RESOURCE CONSERVATION AND DEVELOPMENT

Chairman: Herbert B. Eagon, Director, Ohio Department of Natural Resources

Mr. Eagon opened the discussion. The only natural resource, he said, that is on the increase is the resource of people. More people place increasing demands upon all other resources. The only valid reason for any program of resource development, conservation and wise use is to serve people. Basically this is the only reason for the Rural Development Program.

Recently, Secretary of Agriculture Ezra Taft Benson stated, "Land is the key to all of our problems in the field of resource development and wise use.." The land supports all of our agriculture. The land supports our forests. All water falls as rain and snow upon someone's land. The manner in which we manage the land has a significant influence upon the quality and quantity of water available for our use, Mr. Eagon continued.

Good land management, good forest management and unpolluted waters are the foundation of our fish and wildlife resources. In addition to the contribution which these wildlife resources make to the wholesome enjoyment of life of our people, their economic significance should not be minimized. Twenty-five million hunters and fishermen spend 3 billion dollars annually to engage in their favorite forms of recreation. This is big business. Compare it with only 1.7 billion dollars for football, baseball, horse racing and other spectator sports.

While agriculture concerns itself with the problem of surpluses, diverted acres and the use of marginal land, the sportsman finds it increasingly difficult to secure a place to hunt and fish. It is high time we get together.

Super-highways, airports, industrial developments and municipal expansion are claiming large areas of land each year, particularly in the more densely populated areas of the country. More often than not, the areas so claimed are good land which is permanently withdrawn from productive use. In Ohio, for example, if the current rate of withdrawal of more than 200,000 acres per year continues, in 95 years there will be no open land left.

It is apparent that there is an inter-relationship and inter-dependence of natural resources. Anything we do in the management of a single resource inevitably influences management of all others. This is of real concern in the field of Rural Development; it is of equal concern to all of our people.

Mr. Eagon concluded, perhaps it is not unreasonable to say that our objective should be the use of each acre of land in accordance with its highest potential for serving people on a sustained and continuing basis.

Edward Meeman, Editor, Memphis Press-Scimitar, Memphis, Tenn.: The Rural Development Program has commendable aims and objectives. It provides a splendid vehicle for county planning in which all of the resources of a given area are used to make their greatest contribution to the people of the area. If we plan wisely, the years ahead will be a fulfillment of the high aspirations of rural people. With full and wise resource use, we can enjoy all of the beauties of the country and have all of the conveniences now generally available in the cities only.

The great conservationist, Hugh Bennett, helped the mid-South get interested and started in conservation work. Our program is designed to gain support of the city people for the conservation program.

The Memphis Press-Scimitar, along with other agencies and groups, for many years has sponsored a "Save-Enrich Our Soil Program."



## Cooperation for Improved Conservation

J. K. Vessey, Regional Director, U. S. Forest Service, Atlanta, Ga.: People cannot fully accept and use forestry services unless they fully understand the whole sphere of conservation. This embraces all natural resources--soils, water, forests, wildlife recreation, minerals and the like. Conservation is the "wise use of all renewable natural resources". Conservation, also, is a philosophy and a way of life. Our national prosperity is tied to a base of plentiful natural resources.

Our failures in conservation are due to a misunderstanding of "the true nature of cooperation in conservation". People who really understand conservation are able to bring about conservation achievements. Before we can expect much achievement in the field of natural resources, we must have a "blueprint" of the job to be done. All agencies and groups that are engaged in the conservation of natural resources should use and help plan this blueprint. This program must guide the way for all. This is especially true and significant in the work of the Rural Development Program.

J. I. Bell, member, Rural Development County Committee, Hardin County, Savannah, Tenn.: Good progress is being made in conservation work in Hardin County, although progress is slow. About 50 percent of our troubles can be charged to lack of good land use, and about 50 percent to lack of adequate markets for our farm products.

We have a cooperative soil survey program under way by SCS in Hardin County, and are making use of these soils maps in our vocational agriculture department. In cooperation with SCS, we are having night schools for farmers in the various communities to get a better land use program and a more profitable agriculture. By this method, we have introduced new farming enterprises in Hardin County.

We have speeded up our forestry program. Last year our tree planting exceeded the previous year's planting by over 400 percent. We have secured a forester from the State division of forestry, and plan to develop a better forestry conservation program. We are now using our cull wood for crates and packaging soft drink crates, etc.

William R. Miller, Ohio Extension Service, Cambridge, Ohio: We are planning to build a lake in our county (Guernsey) and have been helping, as part of the Rural Development Program, in planning for the relocation of farm people who must vacate their farms for the lake. In the field of forestry, we have established a Christmas tree club for both youth and adults, are planting 200-300 thousand Christmas tree seedlings per year. This enterprise is designed to make full use of the land and bring an added source of income into the county. Strip mining is a problem in eastern Ohio. We have initiated a program to reclaim the strip mining areas. We have developed a pamphlet entitled "Helping People to Understand Agriculture". In some of the communities that have been "mined out", a brochure has been developed for soliciting industry in the area.

The SCS technician has planned and revamped 30 farm conservation plans in the county. Conservation is being taught in two schools, and it is hoped that greater progress can be made in this activity in the future.

Liming of land is very important and perhaps the key practice in our county in Ohio. Last year 40,000 dollars of ACP money was not used. We can't do very much in the way of land improvement in our county until we get the minerals on the land. On all of the correspondence going out to farmers from the county agent's office, we have what we call a "P.S." system. On each letter we put a P.S. stating that liming materials are available through ACP cost-sharing.

The Rural Development Program is "common ground" where new ideas can be tried out.

John S. Wilder, President, Tennessee Association of Soil Conservation Districts, Mason, Tenn.: In Tennessee we have five Rural Development counties. In all of these, the local Soil Conservation District is making contributions to the Rural Development Program. It is obvious from the discussion that the Rural Development Program has many facets.

We have to be able to use fully the resources that we have. We also need to find new markets for some of the products that we are now growing, and markets for produce that our resources are adapted to. We simply cannot talk of pushing these low income people off the farm. The simple facts are that some people like to farm, and in America, as nearly as possible, we ought to permit people to do the work that they find enjoyment in.

Our soil conservation districts will continue to lead in the conservation of soil, water and timber resources in the districts. However, our efforts and the efforts of our cooperating farmers need to be supplemented by more opportunities for farmers to work in off-farm industry, if they so desire.

Soil conservation districts in Tennessee are pleased to have a part in the Rural Development Program.

#### Mineral Resources

W. S. Bromley, American Pulpwood Association, New York, N. Y.: Some States have mining agencies that might make their services available for an intensive survey of the mineral resources of Rural Development areas. If this service is not available, the local community might invest in an extensive survey to determine the nature of their mineral resources. We need to know what is under the ground, as well as what is on top of the ground.

Mr. Eagon commented that employment had been given to some local farmers in Ohio where there was a high quality deposit of ceramic clay. This clay is used in making pottery. He said the Ohio State government had leased a portion of Lake Erie for the mining of salt 2000 feet below the surface. This will provide additional revenue to the State and stimulate the chemical industry in Ohio. The division of geological survey has assisted in the mapping of these underground resources.

James L. Bailey, Department of Conservation, Nashville, Tenn.: Gathering of mussel shells from the Tennessee River is a sizable industry in Tennessee. These shells are excellent material for buttons for clothing. Hardin County has received some employment from this industry.

## Tourist Industry Development

Tennessee has many lakes, Mr. Bailey said. When these lakes are filled with water, local people began operating boating services and other services to fishermen, without any previous experience in this work. It seems to me a short-term course to train local people to be better qualified to cater to the needs of sportsmen would be desirable.

A. M. Buntin, International Mineral and Chemical Corporation, Jackson, Tenn.: Answering a question, "Is there any means in Rural Development areas to produce income for farmers from hunting and fishing?" Mr. Buntin said, the Tennessee Conservation League in western Tennessee has a program called "friendly cooperation". Local sporting clubs guarantee to farmers who permit hunting on their farms that the club will make good any damage that a member of the club does to his farm property. In some areas, the lowest income farmers are usually the best fishers and hunters. They make very agreeable guides for sportsmen. Additional income can be earned by low income farmers in this activity.

Frank W. Suggitt, National Association of Travel Organizations, East Lansing, Mich.: Hunting cooperatives are being organized in Michigan, and some farmers are making more money from hunting rights than from farming. Owners of lands in remote sections of Michigan have developed long-term leases for game and forestry management. This brings in jobs and dollars, as well as providing wholesome sport. Of course, in some remote areas farmers don't want sportsmen around. They think sportsmen "clutter up the place." Of course, these sportsmen also clutter up the cash registers of the area. The Rural Development Program can be very effective in bringing the farmer and the sportsman together in some areas.

W. A. Hunt, President, Florida Association of Soil Conservation Districts, Clermont, Fla.: Florida sportsmen have found that they can get better hunting with less effort by going to a commercial hunting lodge rather than the State public hunting grounds. The commercial hunting lodges provide all of the conveniences and plenty of game.

Mr. Eagon: In Ohio each soil conservation district has a cooperative agreement with the Ohio Division of Wildlife. The soil conservation districts have an opportunity to bring the sportsman and the farmer together on this common ground.

William M. Hay, National Recreation Association, Decatur, Ga.: There are many opportunities to develop recreational areas in the Rural Development Program.

There is a need for some type of recreational service in State governments and for recreational investments. We need more creativeness and initiative in developing our recreational resources. Many of these recreational activities have proven highly profitable, for example, the drama "Unto These Hills," given each summer in the Great Smoky Mountains National Park. This play, using local actors, dramatizes the story of Andrew Jackson's treatment of the Indians. It has proven highly profitable. We need to do more thinking



in setting up our recreational sites. There are criteria for setting up recreational areas just as there are criteria in locating filling stations..

(Excerpts from Source Material used by this Group)

What we do with our natural resources is of the utmost importance to the nation and to every American citizen. The use which we make of our soil and water, of our forests and minerals will vitally affect the future of our civilization.

Natural resources are particularly significant in Rural Development because, in general, the economy of rural areas is more directly related to the local resource base than is the economy of larger urban centers.

National, regional, State and local organizations that can be helpful in the Rural Development Program, with particular respect to natural resource conservation and development are shown in the following list (which is by no means complete):

	<u>National</u>	<u>Regional</u>	<u>Local</u>
National Association of Soil Conservation Districts	X	X	
Soil Conservation Districts			X
National Reclamation Association	X	X	
Irrigation or Conservancy Districts			X
American Forestry Association	X	X	X
Society of American Foresters	X	X	X
Association of State Foresters	X	X	X
Izaak Walton League	X	X	X
National Wildlife Federation	X		
National Parks Association	X		
Conference of State Sanitary Engineers	X	X	X
American Mining Congress	X		
American Automobile Association	X	X	X
American Farm Bureau Federation	X		
State and local Farm Bureau		X	X
Farmers Union	X		
State and local unions		X	X

Natural resources have significance only as they contribute to human welfare. In Rural Development, natural resources have special meaning when they contribute significantly to helping the population in the area make a living.

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## GROUP IX: TRANSPORTATION, POWER, COMMUNICATIONS

Chairman: Daniel P. Loomis, President, Association of American Railroads.

In opening the discussion, Mr. Loomis said, transportation, power and communications have played important roles in the economic and social development of this country. Rural as well as urban areas depend on these three services to an ever-increasing degree.

Although the extent of their use varies widely in different geographic areas and among segments of agriculture, commerce and industry, they are vital prerequisites to modern development and progress. Successful production, processing and marketing in the competitive environment of this age demand service from the transportation, power and communications industries. Service must be dependable. It must be continuous. And it must be at reasonable cost.

Business enterprises providing these important transportation and utility services devote substantial time, effort and material and leadership resources to the development of the areas they serve.

There was general agreement that a community of interest existed between the objectives of the Rural Development Program and the transportation, power and communications industries. The well-being of the individual, the community and industry is related to the prosperity of any area.

### Railroads in Rural Development

Perhaps the first Rural Development Programs were undertaken by American railroads, which in 1850, ten years before the creation of the United States Department of Agriculture, began the task of aiding farm people in settling in newly served territory. With settlement, the early colonization effort of the railroads gradually disappeared. A new program of education and aid to farm people took its place when agricultural agents were added to railroad staffs. Today the agricultural agent assists rural people not only in production but also in efficient marketing of agricultural commodities.

In recent years, most railroads have vigorously sought to attract industries to the areas they serve. They maintain industrial departments for this purpose. Specific examples were pointed out of four recent studies made by the Chicago and North Western Railway Company of available natural resources in areas with a surplus of human resources.

### Transportation Facilities in Rural Areas

The following points were made by the group with reference to transportation:

- Rural areas must be served by all forms of transportation.
- Transportation provided must be efficient.
- Rate structures must not penalize the small farmer.

- Adequate service must be provided.
- Rural people should cooperate with transportation groups which are actively engaged in efforts to locate industries in rural areas.
- Consideration should be given to the possibility of two or more communities pooling their efforts to bring an industry or industries into an area where there exists underemployment of human resources.
- At the outset of any development program, representatives of the transportation, power and communications industries should be consulted and asked to assist in the undertaking.

With reference to the last point, there was general agreement that where transportation, power and communications industries had been asked to assist in development programs they had been effective in their efforts.

Without these three service industries as integral parts of any development program, success would be limited to obtaining lighter type of industries, and no great amount of relief from the pressures of underemployment in rural areas would be afforded.

In some areas, the secondary road system is not receiving as much consideration as the interstate system. The lack of uniformity among States as to rural road specifications no doubt contributes to existing imbalance between the two systems. Therefore, rural people should become far more active than in the past in presenting their cases for secondary roads to local and State highway commissions.

The Federal-aid secondary highway system includes important farm-to-market routes, rural mail routes and school-bus routes. The system length totals 528,378 miles, including 8028 miles of extensions in urban areas (as of December 31, 1956).

#### Power Program

Existing electric utility activities to improve the economies of the people and areas they serve closely parallel the means and objectives of the Rural Development Program.

Since the close of World War II, electric companies in both rural and industrialized areas have worked actively to promote the agricultural, industrial and commercial development needed to insure the prosperity of the people they serve. Because of built-in commitments to aid their communities and trade areas, and because utility progress depends so closely on community expansion and well-being, electric companies are anxious to combine their resources, local leadership efforts and established programs with Rural Development groups.

Due to their experience in the field of industrial location, electric utilities can particularly contribute to a major Rural Development goal--namely, the promotion of commercial and industrial activity in undeveloped rural areas. Numerous examples exist where electric companies--such as the Southern Company, Arkansas Power and Light, Middle South Utilities, the Central Louisiana Power Company--are promoting industrial development.



The discussion made it clear that the Rural Development Program is not being retarded by any lack of electric power. Electric lines have been extended to virtually all towns in the country. More than 95 percent of U. S. farms are electrified. Abundant electric power supply exists for rural as well as urban areas. Some 13 million kilowatt hours of new generating capacity will be brought in during 1958, and another 14 million in 1959. Capital investment by electric utilities is up 8 percent over 1957. This is the only industry where business investment has increased over that of last year.

The cost as well as the availability of electricity is a factor in the improvement of rural economies. Despite the general persistent rise in price levels, the cost of electricity has steadily declined over the years to its present average of 2.6 cents per kilowatt hour.

### Rural Telephone Service

A Major objective of telephone companies is good telephone service available to every person who wants it and can afford it at a reasonable price.

In the last 8 years, over 2,300,000 telephones have been added in rural areas. The percent of farms with telephone service increased from 38 percent in 1950 to 55 percent in 1957. Almost two-thirds of the farms with telephones have modern dial service. The remainder are still being served from manually operated magneto and common battery systems. The immediate job in many rural areas is the conversion of manually operated telephone systems to dial. This will result in improved service to existing subscribers, and facilitate extending service to new subscribers.

The construction program planned by the telephone industry has not been adversely affected by the recession. The planned construction program this year is at a record rate, approaching 3 billion dollars.

Research and development are yielding several possibilities for reducing the cost of telephone service in rural areas. One promising development is the use of buried cable, which will eliminate poles and crossarms. This and other new techniques will make it possible to extend service to rural subscribers who have not yet been connected.

There was agreement that telephone service was adequate and that additional facilities could be made available when requested.

### Press, Radio and Television

Press, radio and television coverage of rural areas is extensive and extremely important in the daily lives of all rural people. In any development program the encouragement given by the press, radio and television media to the people of a community in their efforts to help themselves is of inestimable value in sparking the drive which leads to ultimate success. In any program, representatives of these media should be brought into early planning stages of development.

## Summary

There must be a community of interest between transportation, communication and power enterprises and the counties themselves. These great industries together with the Department of Agriculture and other agencies of government can help to stimulate an interest. But the real success of any program depends on the people of the local area who must have the desire to carry forward Rural Development.

The transportation, communication and power industries have been found to be willing and able to help where pilot communities have called upon them to assist.

In the development of any project, it is important that, in addition to these industries, the service clubs and the press, radio and television media be joined in any program and its inception.

Transportation, power and communications facilities are generally available where the community is able to make use of them. These facilities will readily be extended to other areas as the requirements for them develop.

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### GROUP X: HEALTH AND NUTRITION

Chairman: Aubrey D. Gates, Executive Secretary, Rural Health Council, American Medical Association

Panel Members: Dr. William J. Darby, Department of Nutrition and Biochemistry, School of Medicine, Vanderbilt University; Gladys Boyette, Foods and Nutrition Specialist, Mississippi State College; Sewall Milliken, School of Public Health, Yale University; Dr. Olaf Larson, Head, Department of Rural Sociology, New York State College of Agriculture, Cornell University; A. A. Smick, Specialist, Community Organization, Agricultural Extension Service, State College of Washington

All those present, including the audience, participated in the discussion. Health and nutrition needs and ways to meet them were considered against the background of the over-all objective of the Rural Development Program. There was discussion of how to achieve better family and community living standards through the cooperative effort of lay and professional community members.

Optimum health and nutrition were set as goals in Rural Development, with recognition of the impact of changes in the last quarter century, as well as more recent changes in the rural situation.

## Nutrition

Off-farm employment and employment of more farm homemakers away from home has changed family food and living habits. More food is purchased for family meals at home. This requires teaching farm homemakers how to buy wisely and how to use foods to advantage, whether home-produced or purchased, keeping optimum nutrition as the goal.

Extension agents in the pilot counties in Mississippi are working with selected families to determine the amounts and kinds of foods required, and to develop a family food plan including production and preservation of foods at home as well as purchasing foods. Teaching methods include demonstrations and talks to groups and personal help to the individual family.

Nutrition problems have changed greatly in the last 20 years. In the past, pellagra was widespread among low income groups in the South, and rickets among young children, especially among Negroes. Now such cases are rare in the United States. Our present problem is our failure to provide optimum nutrition for all persons everywhere--especially some of our low income groups.

Increased employment of mothers outside the home means that they have less time for meal preparation and child care. Particularly if mothers do not appreciate the need for good nutrition, there may be even further degradation of the quality of children's diet.

School feeding is also important. A real need exists for concerted work by many groups to solve the problem of child and family nutrition as conditions change in rural areas.

## Health Education Needs

A basic concept that seems to be fairly common is that health is free--that it doesn't cost time or effort. This concept is difficult to combat in health education.

Medical science is moving fast. We have the knowledge, but we do not have educational programs geared to keep up with medical knowledge and research. We cannot afford the educational and cultural lag that exists between our ability to produce research and our application of its findings.

A first line of defense is the family physician and his use early in the development of disease. The cost of far-advanced disease in terms of the time of the patient and the time of the physician is terrific.

Many low income rural people, however, do not seek medical care as early as they should, for several basic reasons. Among these is a lack of appreciation and understanding of the value of going to the doctor early.

Moreover, their community may not have readily available the services of hospitals, visiting nurses, clinics, insurance, sanitation, school health, adult health, and other facilities and personnel. This community lack, too, may start with the individual and an inadequate appreciation and understanding



of the values of health and health care. The behavior of the community represents the collective behavior of the individuals who make it up.

### Other Factors Related to use of Health Care

Another obstacle, referred to again and again by the group, as the number one deterrent to rural families in seeking medical care, is lack of income.

Spending more on improved nutrition, better sanitation, and other protective measures might actually, in the long run, reduce the amount low income families would find necessary to spend on medical care. However, low income farm families at the present time spend a greater proportion of their funds for family living on medical care than urban families. In other words, they are educated enough to the value of health care that they give more of their family-living dollar to health than do urban groups.

For very low income rural families, special studies are needed to determine what type of insurance may be the answer to the problem of the medical care they need. However, for many families, health insurance does help provide needed care and the support of community services.

Even more important than income in determining the rate of use of health services for children, according to a New York study, is the education of the mother. In families where the mother has very little education, relatively little use is made of health care for children as compared with other families.

### Community Services

The importance of having a doctor or a hospital locally is often over-emphasized. Many rural people have a perception of need based on a situation that no longer exists. It may be easier and quicker now to go 40 miles for care than it used to be to go 5 miles. Moreover, the larger medical center has the ancillary staff required to provide modern medical care.

The importance of health workers--laboratory and X-ray technicians, dental hygienists, health educators, and others--often is unrecognized by rural communities. Their assistance can greatly increase the productivity of doctors and dentists.

Although economic factors are important in considering whether or not a community needs and can support a doctor and the facilities and personnel to back him up, cultural factors must also be considered.

Reference was made to the experience of one small community within a few miles of a larger center. This community had had its own physician for 33 years. When he died, the community wanted to continue its close relationship with a doctor near at hand. They built a small clinic and were able to attract a young physician who is now succeeding in fulfilling the community's needs and desires as well as in fulfilling his own desire for a satisfactory medical practice in a small, closely knit community.

## Community Organization

The experience in Washington State illustrates the importance of lay and professional groups joining forces in a community to answer three basic questions about health services: (1) What do you have now? (2) What do you want? (3) How are you going to get it?

Washington State has a Statewide rural health committee, including representatives of the school of medicine, State health department, extension service, the office of the superintendent of public instruction, and the State health council. The committee meets quarterly to exchange information, develop joint publications, and carry on other activities.

A few years ago, committee members agreed on the need for an educational program and convinced the State health council that it should spearhead the program. Three annual community health clinics were held, each bringing together about 200 community leaders--chiefly lay people. Publicity was handled by the Grange, Farm Bureau, Homemakers' Council, PTA, and other Statewide lay groups. The State Medical Society, State health department, and school of medicine cooperated.

At the community health clinics, interest there was in how to get a doctor in the community, how to eliminate garbage dumping and other local problems. The clinics also helped to identify resources available to local people. As a result, some communities now have doctors, a county-wide clean-up campaign was followed by the enactment of an ordinance, and an insurance plan was developed in another community along with a hospital.

This experience in Washington State indicates that a job can be done by mobilizing people and helping them organize to meet a need. This will accomplish more than can be achieved if professionals get together and try to "sell" the community on what the professionals have planned.

## Service Area

The service area for different types of services is not necessarily the same as the people's concept of the local community.

Formerly, Tennessee law restricted public health organization to a single county. Now it is possible to constitute a district health unit, bringing together several counties.

A small community in Washington State decided it could not afford a hospital; instead it got hospital services by joining a nearby larger community in an inter-community cooperative effort to provide hospital services for the area. Other problems, such as the training of personnel, require an organized effort that extends beyond the boundaries of a single local community.

## Opening Doors

A major problem is education, but there is often resistance on the part of those to be educated, even resistance to the word "education".

Too often the professionals define what they think the problems are and try to sell their set of problems and solutions to the community. This is often resented and a barrier is built up. People have to agree that they have a problem; what they would like to do about it; and the way in which different groups can best fit in.

"Shock treatment" by the use of striking and perhaps controversial facts about local health conditions, or stimulating local people to dig out the facts for themselves, can lead to the stirring of local interest in finding solutions to community health problems.

Many groups need to work together to answer the basic question: How to open the door of opportunity for people to travel toward the goal of improved health and nutrition? Some of the directions of travel are clear. To make the most of our human resources we need people--

- who are well nourished;
- who live in a sanitary environment;
- who direct a certain number of young people toward the health professions including the paramedical field;
- who plan together for public services;
- who recognize and utilize opportunities in health education;
- who consider the hazards of industrialization in agriculture as well as the hazards of new industry introduced into a rural area;
- who are understanding of one another and all the resources that can help including the Land-Grant Colleges, health departments, medical schools, church and people of the community.

### Excerpts from Source Material used by this Group

Health resources--general hospital beds per 1000 population within Rural Development Program county boundaries numbered 2.5 in 1954, compared with the national average of 4.1. In proportion to population, Rural Development Program counties in 1950 were below the United States average in number of public health nurses, sanitary engineers and sanitarians, and had fewer than half as many private physicians, dentists and nurses. Population size and economic resources make it logical for people in some Rural Development Program counties to depend on health resources located in neighboring counties.

Diets--Food is the largest item in the budgets of rural families, even when part of the food comes from farm and garden. Many low income rural families spend more than half of their net cash income on food. Rural families that produce some of their own food tend to have better diets than those who do not. Meals of many low income rural families fall short of providing the



amounts of nutrients recommended by the National Research Council--especially of calcium and vitamins A and C.

Nongovernment groups can help families understand the importance of proper diet to health, what constitutes a good diet, and how to apply nutritional knowledge to practical problems of food production and use.

They can stimulate research and help interpret research-based principles and knowledge so that families and communities can make decisions that will lead to effective use of funds, time and other resources to promote good health.

They can lend support to more effective group effort by helping to mobilize public opinion, assisting in the understanding and analysis of needs, encouraging family and community planning and action, and promoting more effective use of available health resources.

Improved communication within and between groups will benefit all programs directed to promotion of improved health and nutrition among rural people.

Nongovernment agencies can both initiate and support informational and educational programs--formal and informal--to spread knowledge, foster understanding and support coordinated effort to achieve health goals.

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## ROUND TABLE DISCUSSIONS

During luncheon and dinner, participants in the conference were invited to discuss certain questions pertinent to the program. Each group of discussants (8 to 10 people at a table) were then asked to record views expressed and their consensus, if any. Notes taken during these table discussions have been summarized and included in the proceedings as follows in order to preserve important observations made by participants.

### TABLE DISCUSSION I

#### Question--How important is industry dispersal for defense?

Dispersal of industry for defense is important. Of what degree of importance? "Considerable", said some. "Vital", "paramount", said others. The reason? "To reduce distress and maintain productive capacity in case of attack." Many of the discussants qualified their answers or indicated that other than defense advantages must be considered. Some of the comments:

"Dispersal is not always practical because of economic considerations."

"Most defense industries involve large plants, with relatively few small suppliers."

"There is a better chance of dispersing small, diversified industries rather than large basic industries."

"Dispersal is desirable if it can be done in such a way that it will be economically efficient."

"When industry moves, recognition must be given to the population left and the problems created for them as well as the problems to be solved in the new community."

"For economic reasons, dispersal for defense will probably not be carried out until a threat of attack on this country."

"A national policy of dispersal would set the stage for a real political battle."

"Dispersal is vital as a means of uplifting the standard of living generally."

#### Question--What factors will cause increased dispersal of industry?

There are two main factors leading to dispersal: Those which involve response to impersonal economic forces and those that result from deliberate initiative or encouragement.

Impersonal factors:

1. Increased urban congestion and resulting "spill-over" into countryside.
2. Better availability, productivity and tractability of rural labor.
3. Lower land costs and better availability of sites.
4. Need for adequate water supply and waste disposal.
5. Desire to locate near sources of raw material.
6. Growth of market outlets in former low income areas.
7. Favorable attitude towards business climate and living conditions of small communities.

Deliberate policies:

1. Local economic appraisal followed by publicity of available resources--human and natural.
2. Tax advantages.
3. Community assistance in obtaining or constructing adequate industrial facilities.
4. Adequate vocational education facilities.
5. Provision of needed power and water supply.
6. Industrial promotion by State government and stable State tax laws.
7. Policies encouraging industrial dispersal by Federal government.

Most of the discussants also mentioned the necessity of good transportation facilities.

Question--What kind of rural America do you visualize for the future?

Since this question invites speculation, answers are varied. However, certain themes predominate.

1. Higher rural level of living; rural-urban differences greatly diminishing.
2. Better rural education.
3. Fewer and larger commercial farms.
4. More specialized farming, with an increase in vertically integrated organization.
5. More part-time farming combined with off-farm work.
6. More nonfarm residents in rural areas.
7. Greater use of rural areas for recreation.

One interesting comment:

"Rural America will be a combination of (1) fewer, bigger, more prosperous, better educated commercial family farmers, (2) a large continuing group of people earning two incomes (farm and town), (3) country towns which, socially, will extend beyond the town boundary lines. The successful country community of the future will be a social and economic unit of farm and town people, planning and executing plans together. Farming itself will become more specialized, will require more capital and better



business management. Farmers will market more and more things through organized farmer groups of one kind or another."

## TABLE DISCUSSION II

### Question--How can the name "Rural Development Program" be improved?

About half the discussants thought the present name to be the most appropriate, or at least that no change should be attempted at this time. Typical comments were:

"The group believes the name is satisfactory."

"Very good as it is."

"We feel that usage has established this title."

Others had a variety of new titles to suggest:

Rural Resource Development (Program)

Rural Community Improvement

Balanced Community Development

Rural Opportunity

Cooperative Rural-Urban Resources Development

Area Resource Development

Community Development

Town-County Development

### Question--Should this effort continue to be concentrated in areas of low income?

There was near unanimous agreement that the program should continue to be concentrated in low income areas, although adoption of program objectives and techniques by interested areas of higher income was by no means ruled out. However, there was general agreement that it was important to concentrate limited available government funds in the low income pilot counties rather than spread them too thin. Several discussants said the task cannot be accomplished overnight in areas where work is now under way. Selected comments in response to the question:

"Continue present emphasis until further success is attained, but do not preclude counties wishing to venture out and ready to move."

"Extra funds should be concentrated in low income areas, the technique to be used in other areas."

"Continue to concentrate in low income areas, but more care should be taken in choosing areas that have leadership potential."

"Low income areas still need most effort. Education program for other areas for self-help or to help people take advantage of job opportunities."

"Concentrate on low income areas in view of limited funds. Ideally should be extended to all rural areas."

One round table group said that the program should be expanded "on a rural-urban cooperative basis."

Question--There are both county and trade area programs. Which are preferable?

Of the table discussion groups expressing a preference, 7 favored trade areas and 2 favored counties. Eleven groups, however, believed that both approaches should continue to be used, supporting this view with the statement that the relative advantages of the two approaches differ according to the local situation and that State and local people should have the right to decide which to use in each case.

Those favoring a trade area approach said:

"Problems don't stop at the county line."

"Some counties lack towns of 5000 or more, thus the trade area is preferable."

"Better chance for business leadership to participate in a trade area program."

A discussant favoring the county approach said, "It is more practical from an organizational standpoint."

County advantages: 1. Can play on county pride. 2. Ease of organization and supervision.

Trade area advantages: 1. Fits market pattern. 2. Has potential of doing more because of greater personnel involved.

"Industry development must be carried forward on a trade area basis. However, individual contacts with farmers can be on a county basis," was one comment.

### TABLE DISCUSSION III

Question--Is the present State and county or trade area committee system the best approach?

Although, few commented, there seemed to be agreement that the present committee system is the best approach or that no better approach is presently known.

One group said more representation on the overall county or area committee was needed from local communities.

Another group urged that the committee system have a broad base of representation that a "non-agency" person be chairman.

Question--How important is a single program coordinator or manager?

Eleven out of 12 groups (tables) stated that a single coordinator or manager is important. Most expressed this conviction in strong terms:

"At the local level, this is of vital importance."

"Essential when the program gets in action stage."

"He is most important for effective work."

"A single coordinator is very important."

Some disagreement was evident on the question of professional leadership. One opinion was offered that, "There is danger in having paid professional leadership which may seem to make individual participation unnecessary."

But another group averred that the coordinator "should be more thoroughly trained in public relations and group action and be able to furnish more effective leadership than can usually be found in a man available at the usual associate county agent's salary."

There was some opinion that the coordinator should not be a Federal or State employee.

Question--How can organizations and agencies concerned with Rural Development cooperate more effectively?

Responses to this question were varied. Two groups urged that agency heads stress more cooperation on the part of their representatives within a county. The need for further improvement in communication and exchange of information between agencies was also noted by more than one group.

Two suggestions involved extension services: The State development agency would be a more appropriate program coordinator than the extension service in some States; and "extension educational leadership is recognized but there is a need to give more responsibility and recognition to all agencies and organizations participating." Other comments:

"There should be regular meetings of agency participants with reports of immediate short range objectives."

"There should be more direction and encouragement to local workers from agency heads."

"Set up some definite objectives for different agencies and organizations."

"Local agencies should have more combined planned meetings to better coordinate their work."



Question--What is the role of press, radio and TV in an effective Rural Development Program?

Several groups endorsed remarks made earlier in the Conference by Mr. Ahlgren, who had indicated that effective use of these media was essential. Some groups had no comment. Additional remarks:

"We need more (and more simplified) presentations of materials related to the program."

"It is of paramount importance that media people understand objectives of the program."

"Keep information on the level of persons toward whom program is focused."

"Local atmosphere should be kept, using names of people and accomplishments and communities."

"It is important to have individual contact with low income farmers to gain their confidence and understanding. Press, radio and TV then can help in follow up."

TABLE DISCUSSION IV

Question--How practical is it to combine a small farm and off-farm employment?

The most succinct comment on this topic was, "It must be practical or it wouldn't be so popular." This sentiment was shared by 10 of the 14 table groups reporting. Typical comments:

"Not only practical, often necessary."

"In order to exist, it is practical and may become necessary."

"This is a practical method of increasing incomes and raising levels of living."

"Highly desirable and practical in most cases."

"Very practical and essential."

Many noted that off-farm employment was not only practical but often quite necessary. One group added that it should be encouraged in many areas.

The four table discussion groups not answering definitely stated that there could be no general answer, for the practicality of off-farm work depended on the local situation, desires of the family and nature of the farm enterprise. One group noted that combined farm and off-farm work requires a sacrifice of recreational time.

Question--How important is "country living" to the future of America?

Participants were divided on this issue. About half thought that "country living" was important--some said very important--to American life, although usually no supporting reasons were given. More extended comments follows:

"Country living has a 'pride of location' for farmers, part-time farmers, all rural dwellers. Experiences of youth in these surroundings are infinitely better than those of youth who grow up in cities."

"Country living is necessary to maintain desirable standards in physical and mental health, education, and spiritual and moral values."

"Greatest use and conservation of resources (established schools, etc.) can best be obtained by a minimum of out-migration from agriculture."

Of those holding opposite views, two table groups stated that country living would not be as important in the future as in the past. Two others agreed country living was important to people desiring it, but that "good living is important--where it is done is not so important," and that "this is a matter of personal opinion."

Question--Will production of vegetables and fruit for home use become more, or less, important in the future?

Ten discussion groups said home-grown food will be less important in the future, 2 that it will be more important, and 4 gave noncommittal or qualified answers.

Almost all answers were very brief but a few discussants made interesting points:

"This will become more a hobby, less important for subsistence."

"Flowers and ornamentals will continue to increase. Vegetables--some question."

"Tree fruits not likely, because of heavy insect damage, plus expensive equipment and supplies."

"It will depend on the economic level at which the nation is operating."

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GENERAL REMARKS AND SUGGESTIONS OF THOSE PARTICIPATING  
IN TABLE DISCUSSIONS

1. Continuation of reporting and communication between participants of the conference would be helpful.
2. Public agencies and technicians should not steal the show. Ideas and influence must channel through local leaders.
3. There should be more involvement of Federal health and education personnel. The role and policy of the Public Health Service in the Rural Development Program needs to be better defined.
4. The next national conference should include an opportunity for county workers to have a "sharing session". Each county might bring a report of its contacts and projects, for distribution.
5. Include young people in assistance and advisory capacity.
6. There is a need for case histories of successful projects, written in factual style, with specific details.

7. More training should be provided associate agents for Rural Development.
8. Independent evaluation of the Rural Development Program is needed.
9. An effort should be made to preserve Class I land for agricultural production. Much is going to nonfarm uses each year.
10. Better educational opportunities for rural children are necessary, including nonagricultural vocational training.

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## EDITORIAL AND NEWS COVERAGE OF THE CONFERENCE Continued

## COMMERCIAL APPEAL

MEMPHIS, TENN., TUESDAY MORNING, JUNE 17, 1958

26 PAGES

Accent Placed  
On Two Phases  
Of Life In U.S.Rural Development Speakers  
Stress Religion And  
Education Here

## CONFERENCE AT PEABODY

Schooling Is An Important  
Business, Says Dr. Henry  
—Church Role, Too,  
Asserts Msgr. Ligutti(Pictures and Additional Stories  
on Page 13)

By THOMAS MICHAEL

The accent was on education and religion as the two-day conference on the nation's Rural Development Program opened at the Peabody yesterday.

"If 1957 is recorded as the year of Sputnik, 1958 should be the year when America recognizes more fully than ever before that her chief resources are her human resources, and that education is the most important business of the nation," Dr. David D. Henry told the conference.

Dr. Henry is vice chairman of the President's Committee on Education Beyond the High School, and president of the University of Illinois.

## Church Has Role

The Very Rev. Msgr. L. G. Ligutti, executive director of the National Catholic Rural Life Conference, told the 300 delegates to the Rural Development conference that the church has a role in the general economic-social order, and has an obligation to use it.

"It is the opinion of some," the clergyman said, "that business is business, that the church belongs within its walls, that to save souls is the church's business, and that economic and social human affairs are not within its intended sphere of action."

"On the contrary, man is made up of body and soul, created to God's image and likeness. Man is an integral being (family and organized society are also integral). Segmentation of man, family and society is impossible. No church can take care of pure souls only. Man is a spiritual-material unit. The most intimate inseparable relationship exists so that death is said to consist of the separation of soul and body."

## THE COMMERCIAL APPEAL

▲ Scripps-Howard Newspaper  
Frank R. Ahlgren, Editor  
485 Union, Memphis 1, Tenn.

WEDNESDAY MORNING, JUNE 18, 1958

## The Local Method

Preliminary reports from 100 counties with programs for better rural life are coming into a national conference in Memphis. In each county those responsible for the experiments probably have had triumphs and disappointments which will guide future efforts in other counties, but we call especial attention to Hardin County, Tenn., the pilot county nearest Memphis.

It seems to us that Hardin County people have done a noteworthy thing in finding local answers. Where else would there be equal opportunity for a catfish derby as a month-long attraction to the money of tourists and sportsmen? Would any other county undertake to make the green pepper a commercial crop? Is it likely that many counties in which timber occupies nearly six acres out of each 10 would try a rapid shift from volunteer trees to pines?

In each of these instances, it seems to us, Hardin County has searched for something distinctive and built on it, rather than hoping some overall national program would fit.

Such a local approach is what was hoped for. TRUE D. MORSE, Undersecretary of Agriculture, says, "Local leaders have been organizing the type of rural development programs which are best suited to local conditions and needs."

Some of the changes found useful in one county will also be useful in many others, such as the shift from the lard-type hogs producing the meat people used to want to the leaner hogs with the meat today's shoppers buy. There is a great deal of woody land on which pines would earn more money. An industrial pay roll is helpful any place.

But the virtue of this rural life method, as exemplified in Hardin County, is the search by local people for their own methods of supporting a better life. This is the way to find people with special abilities, land and resources especially useful for a particular purpose, and methods tailor-made for that specific situation.

Most of the people involved think of themselves as farmers, although rural life is only in part agricultural. It includes those with one foot on the land and the other on a pay roll. It includes those totally dependent on a pay check, although the house is out of town. It includes the retired.

This is a rural life of many differences from a few generations ago. If it is to continue to be a good life we expect there are going to be many different—local—methods of encouraging its strength.

THE NEW YORK TIMES, SUNDAY, JUNE 22, 1958.

80 PRIVATE UNITS  
BACK RURAL AIDDelegates Talk With U. S.  
Aide in Memphis to Map  
Depressed Areas Plan

Special to The New York Times.

MEMPHIS, June 21—A major step toward enlisting the support of private organizations for the nation's rural development program was taken here this week.

In a national conference held for this purpose more than 300 leaders in agriculture, business, government, education, religion and civic work considered how they might cooperate in the attempt to solve the problems of low-income rural areas.

Eighty nongovernmental organizations were represented at the meeting, held Monday and Tuesday under the sponsorship of the six Federal agencies on the Committee for Rural Development.

True D. Morse, Under Secretary of Agriculture, said:

"We found a willingness and a desire to actively cooperate in the program."

## Coordinated Approach

He also said that he thought the conference had driven home the need for a coordinated approach to helping farm families in depressed areas to help themselves.

Delegates reviewed the progress of 100 federally aided demonstration projects in thirty states and Puerto Rico. Discussion groups then sought to develop new methods that might be used in the campaign.

The size of the task was underscored by speakers, who cited these statistics:

• Fifty-six per cent of the country's farmers produce only 9 per cent of its marketed agricultural products.

• About 1,250,000 of America's 5,000,000 farm families earned \$1,000 or less in 1954, a year of prosperity.

"Many farmers have productive employment equal to only a half year of work."

There was general agreement with statement by Walter Williams, Under Secretary of Commerce, that "the solution to these problems will not be found in a purely agricultural approach."

Another speaker, Charles B. Shuman, president of the American Farm Bureau Federation, said low income farmers "need more economic and educational elbow room, either to better themselves as farmers or to get jobs off the farm."

Many at the conference contended that help for marginal farm areas should be started by local citizens' groups and business, agricultural, civic and other organizations, aided where necessary by state and Federal governments.

In this connection, James C. Worthing, vice president of Sears, Roebuck & Co., said that there must be maximum leadership from the local community, if increase in utilization of rural areas, to provide more jobs, is to be successful.

## Federal-Private Program

Federal officials stressed that the program was being carried out by private citizens with strong support from six agencies on the development committee. These are Interior; Agriculture; Commerce; Labor; Health, Education and Welfare Departments and the Small Business Administration.

These officials said the keys to the demonstration projects were research, education and community action. The objectives given were to:

• Aid full-time farmers to obtain adequate land, capital and management skill.

• Help communities establish new manufacturing or marketing facilities.

• Expand vocational training and guidance and improve general education.

• Provide better rural health services.

## Rural Aid 'Vital'

B. R. Sen, director general of the Food Agriculture Organization of the United Nations, told the conference that it was vital that rural development succeed. He said:

"The under-developed countries, especially, are anxious to know whether economic advancement under a truly democratic system can be achieved for the benefit of all its people, including those who are unfortunate enough to live in areas where the resources of nature and the advantages of location are less bountiful."

"Certainly if countries like the United States, which has a high level of economic activity, cannot find practical ways to solve the problems of the low-income rural family, then it may become necessary for the peoples of the lesser-developed regions of the world to re-evaluate the very foundation of their development plans."

# EDITORIAL AND NEWS COVERAGE OF THE CONFERENCE

## Memphis Press-Scimitar

U. S. WEATHER FORECAST: Scattered showers, thunderstorms tonight, Tuesday; low 68. Wednesday partly cloudy, warmer.

78TH YEAR

MEMPHIS, TENN., MONDAY, JUNE 16, 1958

NO. 193

## Small Farms Aid Goal Of Conference

### Leaders Report Incomes Are Greater at Memphis Parley

By ROY HAMILTON, Press-Scimitar Staff Writer

The eyes of the nation's small farmers turned hopefully to Memphis today as a national meeting designed to help them to a better way of life got under way at the Peabody Hotel.

True D. Morse, under Secretary of Agriculture, set the

keynote of the conference on the Rural Development Program by citing progress already made and spelling out the chief problems to be met in the future. Morse is chairman of the conference.

Some 300 leaders in agriculture, industry, finance, government and other fields from throughout the country heard the top assistant to Secretary of Agriculture Ezra Taft Benson say:

"The Rural Development Program to aid small and low income farmers continues to show major progress. More farm families are being enabled to continue to live on their farms, out in wholesome country surroundings, and yet have adequate incomes."

#### \$1000 or Less

But Morse pointed out that still "too many" farm folks have incomes of \$1000 or less each year.

"Over one-half of all farms—2.6 million out of a total of 4.7 million in the United States—produce only 9% of the farm products marketed."

The Rural Development Program was created three years ago to help increase the incomes of farm families who live on small farms or poor land. There are now about 70 demonstration counties and areas in 30 states participating in the program.

Among RDP objectives are financial aid for small farmers to help them meet the competitive pace of modern farming; development of more off-the-farm job opportunities; expanded vocational training for farm youth to prepare them for technical skills in industrial and business occupations; special educational programs for older farm folks so they can live better on limited resources, and better health services for all families in rural areas.

Page 6

## Memphis Press-Scimitar

A Scripps-Howard Newspaper

Published by the Memphis Publishing Co.

The Press Was Founded in 1906

The Scimitar Was Founded in 1880

EDWARD J. MEEMAN, Editor

ENOCH BROWN, President

W. FRANK AYCOCK, Business Manager

## Home in the Country! Many Have It, But Need A Job to Go With It

By EDWARD J. MEEMAN

Editor Memphis Press-Scimitar

"Rural Development Program"

Sounds cold and bureaucratic, doesn't it?

It isn't.

Hear True D. Morse, assistant secretary of agriculture translate it into human terms:

"A man makes money in the city—and what does he do with it? He buys a home in the country. A home in the country is something highly desired.

"Millions of Americans have homes in the country. They would like to continue to live there. But their incomes from farming are not sufficient that they can do so.

"The thing to do is to bring the jobs to them, to bring industry to the country, so these farm people will not be wholly dependent on their little farms for a living. Then they won't have to move to town."

Here are some of the jobs that have been brought to the country:

Macon County, Tennessee, 475 jobs, garment manufacturing.

Choctaw County, Oklahoma, 30 jobs, woodworking and grain co-operatives.

Camp-Franklin-Titus County Area, Texas, 130 jobs, poultry processing.

Price County, Wisconsin, 54 jobs, woodworking, charcoal manufacturing, and sport fishing equipment. (Most of this is employment in a factory scheduled to begin operation in the summer of 1958.)

Chesterfield County, South Carolina, 58 jobs, poultry farm work.

Tippah County, Mississippi, clothing plant expanding production, adding 150 jobs.

#### Mill Goes to the Farms

But perhaps the most striking example of industry moving to the country was the location by Olin-Matheson of a aluminum plant on the banks of the Ohio in a completely rural county, Monroe County, Ohio. There was no town where the plant was placed. There are only small towns in the whole county. There was not a railroad in the county. The plant was attracted by the ease of shipment of coal by water, and the water itself. Two thousand employees can live in their village and farm homes and ride to work in the big plant. They can still raise stock and other crops that need only part-time attention. They can live next to Nature's earth and Nature's green.

Farmers and farm sons and daughters are being taught industrial skills.

It is well to save the small farm and the small farmer. But the employee of the big corporation farm should be able, too, to enjoy rural life in individual freedom and dignity, with a home that compares favorably with that of a prosperous independent farmer or city worker. I'd like to know what's being done along that line.

The strength of America has always been renewed from the country. More power to the efforts to make it possible for more people to continue to live there.

## REGISTRATION FOR THE CONFERENCE

### BANKING AND CREDIT GROUPS

#### American Bankers Assn.

C. W. Bailey, Past Pres., First Nat'l Bank, Clarksville, Tenn.

S. E. Babington, Brookhaven Bank & Trust., Brookhaven, Miss.

#### Other Bankers

Ralph N. Baltzer, Coahoma Bank & Trust., Clarksdale, Miss.

James A. Brewer, Senatobia Bank, Senatobia, Miss.

W. W. Campbell, Nat'l Bank of Eastern Ark., Forrest City, Ark.

John H. Hembree, Union Planters Bank, Memphis, Tenn.

Herbert Hood, Union Planters Bank, Memphis, Tenn.

Beverly J. Lambert, Jr., Pres., Ark. Bankers Assn., West Memphis, Ark.

L. C. Pace, First Nat'l Bank, Clarksville, Tenn.

Con T. Welch, Citizens Bank, Savannah, Tenn.

#### Farm Credit Administration

R. B. Tootell, Governor, Washington, D. C.

#### Federal Farm Credit Board

Marshall H. Edwards, Chairman, Barton, Fla.

#### Federal Reserve System

Charles N. Shepardson, Member, Board of Governors, Washington, D. C.

#### Production Credit Assn.

Merrill S. Parks, Memphis PCA, Memphis, Tenn.

James E. Humphreys, Memphis PCA, Memphis, Tenn.

M. C. Daugherty, Tupelo PCA, Tupelo, Miss.

### BUSINESS & INDUSTRIAL ORGANIZATIONS AND ASSOCIATIONS

#### American Forest Products Industries

George E. Kelly, Memphis, Tenn.

#### American Petroleum Institute

Willard M. Wilson, Secretary, New York, N. Y.

#### American Pulpwood Assn. & American Pulp and Paper Assn.

W. S. Bromley, Exec. Secretary-Treasurer, New York, N. Y.

#### American Trucking Assn.

Forney A. Rankin, Director, Farm Relations, Washington, D. C.

#### Assn. of American Railroads

Daniel P. Loomis, Chairman of Board, Washington, D. C.

J. Don Parel, Manager, Agri. Relations, Washington, D. C.

#### Doane Agricultural Service, Inc.

Russell E. Kruetzman, Research Division, St. Louis, Mo.

Wayman Chapell, Memphis, Tenn.

J. N. Moffett, Regional Manager, Memphis, Tenn.



A. T. Ferrell & Co.

Ronald Banton, V. Pres., Saginaw, Mich.

Grocery Manufacturers of America

Frank M. Atchley, Agri. Consultant, New York, N. Y.

Gulf States Paper Co.

Richard Vance Miles, Mgr. - Forestry & Public Relations, Tuscaloosa, Ala.

John C. Kirkpatrick, Tuscaloosa, Ala.

Hassell & Hughes Lumber Co.

J. H. Nicholson, Clifton, Tenn.

T. H. Winford, Collinwood, Tenn.

International Minerals & Chemical Corp.

A. M. Buntin, Jackson, Tenn.

Richard Lee Chambless, Tupelo, Miss.

Sam P. Marshall, Jr., Area Manager, Tupelo, Miss.

James Q. Stanphill, Dist. Sales Manager, Florence, Ala.

National Agricultural Chemicals Assn.

R. C. Harnden, Chapman Chemical Co., Memphis, Tenn.

National Association of Manufacturers

Martin J. Condon, III, Regional V. Pres., Memphis, Tenn.

National Cotton Council

J. Ritchie Smith, Production & Marketing, Memphis, Tenn.

George Townsend, Production & Marketing, Memphis, Tenn.

National Highway Users Conf.

Glen Dunkle, Nashville, Tenn.

National Plant Food Institute

W. E. Hubbard, Spencer Chemical Co., Memphis, Tenn.

National Retail Farm Equipment Assn.

Thad Caraway, Secy. Mid-South Assn., Memphis, Tenn.

Nickey Brothers, Inc.

Wharton Z. Hawkins, Memphis, Tenn.

Owens-Illinois

George W. Abel, Toledo, Ohio

Realtor

Irma T. Freear, Memphis, Tenn.

Wilson & Co., Inc.

R. E. Bryant, Memphis, Tenn.

Wilson Lumber Co.

Richard L. Craigo, Hot Springs, Ark.

CHAMBERS OF COMMERCE

U. S. Chamber of Commerce

William A. McDonnell, President, St. Louis, Mo.

Walter Garver, Mgr.-Agri. Dept., Washington, D. C.

John M. Fowler, Memphis, Tenn.

Junior Chamber of Commerce

Alex Curtis, Nat'l Agri. Chairman, Shelby, Miss.

Council of State Chambers of Commerce

Frank Cantrell, Ark. Chambers of Commerce, Little Rock, Ark.

### Local Chambers of Commerce

William B. Fogg, Chamber of Commerce, Forrest City, Ark  
Stanley A. Harris, Chamber of Commerce, Boone, N. C.

### NEWS MEDIA REPRESENTATIVES AND ORGANIZATIONS

#### American Agricultural Editors Assn.

Carrol P. Streeter, Farm Journal, Philadelphia, Pa.

#### Chattanooga Times

Claude Sittow, Chattanooga, Tenn.

#### Memphis Commercial Appeal

Frank R. Ahlgren, Editor, Memphis, Tenn.

Gerald L. Dearing, Memphis, Tenn.

#### East Texas Network

Charlie Slate, Center, Texas

#### Farm & Ranch Magazine

Tom Anderson, Nashville, Tenn.

#### Farmer-Stockman

Katharine Randall, Oklahoma City, Okla.

#### Memphis Press-Scimitar

Edward Meeman, Editor, Memphis, Tenn.

#### NBC

Milton E. Bliss, Chicago, Ill.

#### Nat'l Assn. of TV & Radio Farm Directors

Derek Rooke, Memphis, Tenn. (WMCT)

#### Nat'l Project in Agricultural Communications

Stanley Andrews, Director, East Lansing, Mich.

#### St. Louis Post-Dispatch

Wayne Leeman, St. Louis, Mo.

#### Progressive Farmer

W. C. Lassetter, Memphis, Tenn.

#### Tupelo Daily Journal

George A. McLean, Editor and Publisher, Tupelo, Miss.

#### WKNO-TV

Mrs. Pauline Jones Hord, Memphis, Tenn.

### DEVELOPMENT COUNCILS & AGENCIES

#### Asheville Agricultural Development Council, Inc.

Morris L. McGough, Exec. V. Pres., Asheville, N. C.

#### Arkansas Industrial Development Commission

James J. Brennan, Industrial Engineer, Little Rock, Ark.

#### Committee for Economic Development

Robert F. Lenhart, Secretary, Washington, D. C.

#### Community Development Foundation

Harry Martin, Tupelo, Miss.

#### Council of the Southern Mountains, Inc.

P. F. Ayer, Exec. Secretary, Berea, Ky.

#### Delta Council

Guy B. Nerren, Stoneville, Miss.

Tippah County Rural Development Committee

W. H. Anderson, Ripley, Miss.

Chairmen of Rural Development committees in Ohio, Kentucky and Tennessee were also registered. Names listed according to their primary affiliation.)

EDUCATION

American Assn. of Junior Colleges

Henry L. Ashmore, Exec. Director, Pensacola, Fla.

American Council on Education

J. R. Morton, Tuscaloosa, Ala.

American Library Assn.

Martha M. Parks, State Library & Archives, Nashville, Tenn.

Mrs. Joe Little, Sparta, Tenn.

American Vocational Assn.

James L. Patton, State Director, Vocational Education, Frankfort, Ky.

Arkansas Dept. of Education

George Sullards, Little Rock, Ark.

Campbell Folk School

Mayes Behrman, Brasstown, N. C.

Committee on Education Beyond the High School

David D. Henry, Vice Chairman, Urbana, Ill.

Robert R. Hudelson, Urbana, Ill.

Hardin County Board of Education

James I. Bell, Savannah, Tenn.

Kentucky Dept. of Vocational Education

C. F. Esham, Frankfort, Ky.

Nat'l Assn. of State Directors of Vocational Education

G. E. Freeman, Member Executive Committee, Nashville, Tenn.

National Congress of Parents & Teachers

Mrs. James C. Parker, President, Chicago, Ill.

National Education Assn.

Mary M. Condon, Div. of Rural Education, Washington, D. C.

AGRICULTURAL ORGANIZATIONS AND RURAL ASSOCIATIONS

American Country Life Assn.

Roy C. Buck, President, University Park, Pa.

American Farm Bureau Federation

Charles B. Shuman, President, Chicago, Ill.

State Farm Bureaus

Waldo Frasier, President, Arkansas Farm Bureau, Little Rock, Ark.

C. L. Brody, President, Michigan Farm Bureau, Lansing, Mich.

Tom J. Hitch, President, Tennessee Farm Bureau, Columbia, Tenn.

J. E. Stanford, President, Kentucky Farm Bureau, Louisville, Ky.

American Institute of Cooperation

Howard McClarren, Director, Youth Education, Washington, D. C.

Cooperative League of the USA

Jack Kyle, Executive Secretary, Madison, Wisc.



Nat'l Council of Farmer Cooperatives

E. G. Spivey, Member Executive Committee, Jackson, Miss.

National Home Demonstration Council

Mrs. Verne W. Alden, President, Wellsville, Kansas

Mrs. Homer Green, Vice President, Tutwiler, Miss.

National Grange

Allan W. McComb, Master, Tennessee State Grange, Maryville, Tennessee.

Mrs. Allan W. McComb, Maryville, Tenn.

FOUNDATIONS & INSTITUTES

Agricultural Institute

Robert R. Hudelson, V. Chr., Board of Trustees, St. Louis, Mo.

Farm Foundation

Joseph Ackerman, Managing Director, Chicago, Ill.

Foundation for American Agriculture

Dana Bennett, Washington, D. C.

Keegan Institute

C. R. Clark, Memphis, Tenn.

Sears, Roebuck Foundation

James C. Worthy, President, Chicago, Ill.

HEALTH SANITATION AND WELFARE

American Academy of General Practices

Ben N. Saltzman, Chr., Committee on Rural Health, Mountain Home, Ark.

George W. Karelak, Chr., Rural Health Committee, Newberry, Fla.

American Assn. of Health, Physical Education & Recreation

Charles Kerr, Washington, D. C.

American Medical Assn.

F. S. Crockett, Chr., Council on Rural Health, West Lafayette, Indiana

Aubrey Gates, Ex. Sec. Council on Rural Health, Chicago, Ill.

American National Red Cross

Roy E. Johnson, Washington, D. C.

American Nurses Association

Catherine Sterling, Pres., Tenn. Nurses Assn., Memphis, Tenn.

American Public Health Assn.

Everett C. Handorf, Shelby Co. Health Assn., Memphis, Tenn.

American Public Welfare Assn.

Edith Elmore, Tennessee Dept. of Public Welfare, Nashville, Tenn.

Assn. of State Maternal & Child Health & Crippled Children Directors

L. M. Graves, Memphis, Tenn.

National Rehabilitation Assn.

Maurice C. Moore, Memphis, Tenn.

National Safety Council

Maynard H. Coe, Director, Farm Division, Chicago, Ill.

Puerto Rico Aqueduct & Sewer Authority

Enrique Ortega, Chief, Div. of Rural Projects, San Juan, P. R.

Vanderbilt Univ.

William J. Darby, Nashville, Tenn.

Yale University Dept. of Public Health  
Sewall Milliken, New Haven, Conn.

#### INTERNATIONAL ORGANIZATIONS AND FOREIGN VISITORS

UN Food and Agricultural Organization

B. R. Sen, Director-General, Rome, Italy

H. A. Vogel, Washington, D. C.

Charles L. Coltman, Washington, D. C.

The Netherlands

J. Van Den Kerkhoff, Observer, Cornell University, Ithaca, N. Y.

#### LABOR ORGANIZATIONS

Brotherhood of Railroad Trainmen

S. A. Para, State Representative, Nashville, Tenn.

Tennessee State Labor Council, AFL-CIO

Stanton E. Smith, President, Nashville, Tenn.

#### PROFESSIONAL ORGANIZATIONS & ASSOCIATIONS

American Economic Assn.

William H. Nicholls, Dept. of Economics, Vanderbilt Univ., Nashville, Tenn.

American Farm Economic Assn.

Raymond J. Penn. V. President, Madison, Wis.

American Forestry Assn.

Kenneth B. Pomeroy, Chief Forester, Washington, D. C.

American Home Economics Assn.

Mrs. Frances Crain, Member, Memphis, Tenn.

American Institute of Park Executives

Louis F. Twardzik, Nashville, Tenn.

American Institute of Planners

A. J. Gray, TVA, Knoxville, Tenn.

American Society of Farm Managers & Rural Appraisers

A. B. Van Huss, Farm Management Service, Lebanon, Ind.

American Society of Planning Officials

Linzy Albert, Tennessee Planning Commission, Nashville, Tenn.

Assn. of Southern Agricultural Workers

C. E. Kemmerly, Jr., Secretary, Baton Rouge, La.

Assn. of State Foresters

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Nat'l Federation of Business & Professional Womens Clubs

Margaret Wilkinson, Attorney, Memphis, Tenn.

Rural Sociological Society

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Urban Land Institute

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Dude Ranchers Assn.

C. D. Ponder, Chicago, Ill.

### Nat'l Assn. of Travel Organizations

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### National Recreation Assn.

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### National Council of Churches

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Gene Cox, Rural Development Representative, Town & Country Churches, Memphis, Tenn.

V. A. Edwards, Dir., Leadership Education, Town & Country Churches, Tuskegee, Ala.

### Protestant Episcopal Church

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### Presbyterian Church, U. S.

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Athol D. Cloud, Home Missions Board, Oxford, Miss.

E. Colvin Baird, Dir., Town & Country Church Development, McKenzie, Tenn.

Sara O'Kelley, Ripley, Miss.

### Methodist Church

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Harold W. McSwain, Minister, Jackson, Tenn.

Glyndon O. Newman, Minister, Hamilton, Ala.

Glenn F. Sanford, Div. of Nat'l Missions, Philadelphia, Pa.

A. N. Storey, Minister, Conway, Ark.

Fred W. Thompson, Minister, Tylertown, Miss.

Paul D. Womeldorf, Exec. Secy., South Central Jurisdiction, Oklahoma City, Okla.

Louise Young, Board of Missions, Nashville, Tenn.

### Southern Baptist Convention

Brooks Hays, President, Washington D. C.

### YWCA

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### National Assn. Soil Conservation Districts

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### Puerto Rico Cooperative Development Administration

Jose A. Santini, Bureau of Agri. Cooperatives, Santurce, P. R.

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Ross Mahney, Little Rock, Ark.

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